

Royal Commission on the Police

MINUTES OF EVIDENCE

1-2

First Day, Thursday, 17th March, 1960

Second Day, Friday, 18th March, 1960

WITNESSES

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Scottish Home Department

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Questions 300-404

MINUTES OF EVIDENCE

TAKEN BEFORE THE

Royal Commission on the Police

FIRST DAY

Thursday, 17th March, 1960

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MR. D. G. MACKAY (*Assistant Secretary*)

**Memorandum of Evidence on the pay of the constable
submitted by the Home Office.**

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Introduction

The main purpose of this memorandum is to provide the Royal Commission with the factual background to the current rate of pay of the constable. The memorandum starts by giving, in *paragraphs 1-19*, the history of the constable's pay since 1919; and it then briefly mentions certain issues which the Commission may wish to consider. These are:—

the relationship of the constable's pay with the rates in other occupations; the principle of a standard rate of pay throughout the country; the length of the constable's scale; the pay of the woman constable; and the relationship of pay to recruitment and wastage.

The memorandum is supported by a number of appendices.

Historical Summary

1. Before 1918 the constable's pay varied from force to force. Borough police authorities were at liberty to fix the rates that seemed to them to be appropriate. The Secretary of State had power to make rules with regard to the pay of the county constabularies, and had, in 1886, issued model scales. These scales provided no fewer than seven different weekly rates for constables, which might be adopted according to local circumstances; they were never revised and by 1918 the maximum rate had been exceeded, with the sanction of the Secretary of State, in most of the county forces. Although the rate of pay in one force tended to affect that in a neighbouring force, and some counties acted in concert in fixing scales of pay, there were wide variations (see *paragraphs 24-26* of the report of the Desborough Committee).

2. With the introduction in 1918 of the 50% Exchequer grant in aid of police expenditure, the Secretary of State took steps which brought about a considerable measure of uniformity in the rates of pay. As a condition of grant he required police authorities to adopt a scale of 40s. a week rising to 50s. for constables, or one of 43s. rising to 53s.; the latter was called the "Metropolitan" scale, but many police authorities outside London adopted it. By 1919 one or other of these scales had been adopted by nearly all forces.

3. The Desborough Committee recommended in their report, presented in July, 1919, that the Secretary of State should have power to fix standard scales of pensionable pay for sergeants and constables and that certain other conditions of service should be made uniform. The scale of pay which the Committee recommended for constables was one of 70s., rising to 90s. after 10 years' service, with two further long service increments of 2s. 6d. at 17 and 22 years' service which were payable subject to good conduct and efficiency.

4. The considerations which prompted these recommendations are set out, as follows, in *paragraphs 28-34* of the report of the Desborough Committee—

"28. In considering the standard rate of pensionable pay which we should recommend we have taken into account not merely, or even mainly, the rates of pay in force before the war and the percentage to be added in consideration of the increase in the cost of living, but we have endeavoured to appraise as well as we can the services rendered by the Police to the community, the standard of qualifications required and the rate of remuneration which seems to us reasonable and proper in all the circumstances and likely to attract recruits of the right stamp. In view of the evidence which we have heard as to the work of the Police and the high standard of qualifications required, we are satisfied that a policeman has responsibilities and obligations which are peculiar to his calling and distinguish him from other public servants and municipal employees, and we consider the Police entitled thereby to special consideration in regard to their rate of pay and pensions.

29. A candidate for the Police must not only reach certain standards of height and physical development, but must have a constitution which is sound in every way. The duties the Police have to perform are varied and exacting;

they are increasing, and will probably still increase in variety and complexity, and a man cannot make a good policeman unless his general intelligence, memory and powers of observation are distinctly above the average. His character should be unblemished; he should be humane and courteous and, generally, he should possess a combination of moral, mental and physical qualities not ordinarily required in other employments. Further, when he becomes a constable, he is entrusted with powers which may gravely affect the liberty of the subject, and he must at all times be ready to act with tact and discretion, and on his own initiative and responsibility, in all sorts of contingencies. The burden of individual discretion and responsibility placed upon a constable is much greater than that of any other public servant of subordinate rank.

30. The Police also stand in a special relationship to the community. Each constable on appointment becomes one of the duly constituted guardians of law and order for and on behalf of the citizens as a whole, and, as we have pointed out, he makes a declaration of service to the Crown as such. He undertakes special responsibilities in regard to the prevention and detection of crime, and, while he does not relieve the citizen from all responsibility for the protection of his own property and for bringing offenders to justice, he claims to be and is the principal agent in the prevention and detection of crime of all kinds, and generally holds a position of trust which it is important he should be able to maintain. We consider it essential that the sense of obligation to the public should be preserved in the Police, and the reason we dwell on these considerations at some length is that they are fundamental to the views we have formed as to the status of the Police and the pay they should receive.

31. A number of police witnesses have urged that in various ways a constable is subject to social disabilities by reason of his employment. Moreover, he must at all times, both on and off duty, maintain a standard of personal conduct befitting to his position, and this does impose upon him certain restrictions which do not exist in ordinary employments and hardly apply in the same degree even in the case of other public servants. He is liable to be called for duty at any time in an emergency, and, in order that he may be available for unexpected calls, he may be restricted in his choice of residence. The special temptations to which a constable is exposed are obvious, and, as any lapse must be severely dealt with, it is only just that his remuneration should be such as will not add to his temptations the difficulties and anxieties incidental to an inadequate rate of pay. The policeman's calling also exposes him to special dangers. He may at any time have occasion to arrest an armed criminal; he frequently has to deal with drunken persons, who are responsible for the greater part of the crimes against the person, and he may occasionally have to take part in suppressing violent disorder.

32. The policeman is also put to certain special expenses by reason of his employment, for example, he not only requires good and sustaining food but the cost of his housekeeping is increased by the irregularity of the hours at which he has to take his meals and the frequent necessity of cooking specially for him; and it is generally, and quite correctly, a condition of service that he may not be concerned, directly or indirectly, in any trade or business, so that he is precluded from supplementing his wages by undertaking employment for profit in his spare time.

33. We are not unmindful that the policeman has important advantages which are not shared by the ordinary workman. In particular, he need make no provision for times of unemployment; he has holidays on full pay; he has the benefit of a pension scheme to which he contributes only a fraction of the total cost (in the English Police less than one-tenth, at pre-war rates) and which is distinctly more favourable than that enjoyed by any other public servant; and in a good many forces he is provided with a house or other quarters or receives an allowance towards his rent.

34. Having regard, however, to the nature of Police work and to the responsibilities to which we have referred, we consider the pay of a policeman should not be assessed on the basis of that of an agricultural labourer or an unskilled worker as has been the case. In the course of the evidence, various comparisons have been drawn between the present remuneration of the Police and that in certain other employments, and we give the following figures as indicating the relatively unfavourable position of the Police on their present rates of pay:—

(1) RECEIPTS OF A CONSTABLE WITH 5 YEARS' SERVICE (MARRIED AND WITH TWO CHILDREN) IN (a) THE METROPOLITAN POLICE, AND (b) A FORCE WHICH MAY BE TAKEN AS TYPICAL OF THE SMALL BOROUGH FORCES.*

(c)			(b)		
	£	s. d.		£	s. d.
Pay (Scale 43s. to 53s.)	2	8 0	Pay (Scale 40s. to 50s.)	2	5 0
War Bonus	12	0	War Bonus	10	0
Rent Aid (average)	1	8			
Coal Allowance		4			
Children's Allowance ..	5	0			
Total Receipts†	£3	7 0	Total Receipts†	£2	15 0

(2) CURRENT WEEKLY EARNINGS IN CERTAIN OTHER EMPLOYMENTS, AS STATED BY VARIOUS WITNESSES.‡

(Question 2337) Corporation Street Sweeper, Newcastle-on-Tyne ..	2	15 0
Tramcar Driver, Newcastle-on-Tyne	3	5 0
(Question 3573) Scavenger, Mersey Docks and Harbour Board ..	3	7 6
(Question 3683) Cotton Porter, Liverpool	3	8 6
Dock Gate Man, Liverpool	3	8 0
Carter, Liverpool	3	12 0
Question 5564) Corporation Road Scavenger, Birmingham	3	1 0
(Question 5565) Corporation Ash Man, Birmingham	3	3 0
(Question 9163) Glasgow Pavior	4	0 0
(Question 2401) Unskilled Labourer (London rate, 1s. 5d. an hour)	3	8 0*

5. The rates of pay recommended by the Desborough Committee (70s. rising to 90s. after 10 years, to 92s. 6d. after 17 years and to 95s. after 22 years) were brought into operation with effect from 1st April, 1919, and power was taken in Section 4 of the Police Act, 1919, to enable the Secretary of State to make regulations as to pay and other conditions. When the first Police Regulations were made, in 1920, the Desborough scales were embodied in them, and they also made provision for certain standard emoluments, and in particular that every member of a police force should receive free accommodation or be granted a rent allowance in lieu.

6. Immediately following the report of the Desborough Committee there was a substantial rise in the cost of living, as a result of which a bonus scheme was brought into operation under which non-pensionable additions, of up to 12s. a week in the case of constables, were made to police pay, higher rates being payable to the Metropolitan police and in industrial areas than elsewhere. The scheme lapsed, with the fall in the cost of living, in September, 1921.

* In some Borough Forces the bonus is less than 10s. and in a few no bonus is paid.

† The estimated value of the pension rights of a Metropolitan constable (that is to say, the sum which he would have to put aside, less the amounts actually deducted from his pay, to secure equal benefits) is 12s. weekly. He also receives a boot allowance of 1s. weekly and uniform. The value of the pension rights in other forces will depend on the pension scale adopted, but will be less than that in the Metropolitan Police, on account of the lower scales of pay.

‡ These figures are given as quoted by the witnesses as the current rates at the time when they gave evidence.

7. In 1922, as a result of recommendations by the Committee on National Expenditure, deductions from police pay of 2½% were made, together with some reduction in allowances. In 1923 the Desborough Committee were invited to review their earlier recommendations, but reported that in view of the unsettled economic conditions the time was not opportune for any alteration in the existing arrangements. In 1931 and 1932, as part of the general economy measures to meet the financial crisis, the deductions were raised by further "supplementary deductions" to a level of almost 10%—8s. 6d. a week in the case of constables.

8. There were further changes, with effect from 1st October, 1931, following the report of the Police Pay (New Entrants) Committee, under the Chairmanship of Sir George Higgins, which recommended that:—

- (a) the principle of standard scales of pay for constables and sergeants should be retained;
- (b) new entrant constables should, however, have a modified scale of pay starting at 62s. (instead of 70s.) and reaching 90s. after twelve years (instead of ten years);
- (c) both scales should be subject to the "supplementary deductions" referred to in *paragraph 7* above;
- (d) pensions should be based on the abated rate of pay, and while the increments after 17 and 22 years' service should be retained they should not be pensionable.

9. The "supplementary deductions" were reduced to half from 1st July, 1934, and were discontinued from 1st July, 1935. The other features of the Higgins Committee's recommendations remained in being. During the Second World War the two standard rates of pay, for men who joined before and after 1st October, 1931, were supplemented from time to time by bonuses, which were initially non-pensionable, but became a pensionable addition to pay from 1st September, 1944. The existence of two scales of pay for men performing the same work, side by side, had long given rise to discontent, and on 1st April, 1945, a common scale of pay for constables was again introduced. It provided for a rate at entry of 90s. a week, rising to 117s. a week after ten years, with two additional pensionable increments of 3s. a week after 17 and 22 years' service, making a maximum of 123s. This scale was revised from 6th November, 1946, to one starting at 105s. a week and rising to 132s. a week after ten years, with two pensionable increments of 4s. a week after 17 and 22 years' service, making a maximum of 140s. a week. At the same time it was decided to appoint an independent committee to review the whole field of police conditions of service.

10. This Committee, under the Chairmanship of Lord Oaksey, was set up in May, 1948, and made its first report in April, 1949. It recommended that there should be a standard rate of pay for constables, starting at £330 a year on appointment and rising to £390 (by £10 steps—the initial step being after two years' service on completion of the constable's period of probation) after seven years' service, to £400 after ten years' service, £410 after 15 years and a maximum of £420 after 22 years' service, and this scale was brought into operation with effect from 1st July, 1949.

11. The considerations which prompted the conclusions of the Oaksey Committee as to an appropriate rate of pay for constables are set out in *paragraphs 19-26* of their report. Referring to the observations of the Desborough Committee in *paragraphs 29-32* of their report (see *paragraph 4* above), the Oaksey Committee said:—

"19. We entirely agree with these observations. The policeman's responsibilities are essentially unchanged; but they are now exercised in a wider field. Legislation since 1919 has added to his duties and increased their complexity. More recently, wartime shortages and the resultant rationing and controls have created a whole new range of offences which frequently offend less against the conscience than against the law, and have led to an increase in crime. The organisation and technique of modern criminals, their use of cars, and their increased tendency to carry firearms, have all added to the difficulties and

dangers attached to preventing crimes and capturing criminals. Moreover, the police have had to deal with a much wider cross-section of the public since motor traffic regulations, the liquor licensing laws, rationing and controls have brought increased chances of wrong-doing to even the well-intentioned and well-to-do. Since 1919 there has been a notable spread of educational facilities and they are to be extended in the near future. A police service which has to deal with a better educated public must itself be properly equipped for its task. Some concern has rightly been expressed to us lest the rise in general educational standards should not be adequately represented amongst the recruits to the police service. So far the spread of knowledge has not lightened the policeman's task; in fact it has added to his responsibilities. Some of the problems which face the police in the performance of their duties at the present time may be only temporary and may eventually disappear. But we are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less; and we have had this at the forefront of our minds in all our enquiries into police emoluments.

Police Emoluments in General

20. We did not find it easy to discover the cumulative value of all the various factors amongst police emoluments. The representatives of the men were inclined to base their comparisons and claims upon their pay alone and, in our view, to underestimate the value of the various subsidiary emoluments. Representatives of the police authorities, the Home Office and the Scottish Home Department on the other hand impressed upon us the relatively high value of the "concealed" emoluments. These witnesses differed in detail as to the precise value to be placed upon the various subsidiary emoluments. The Home Office estimate, which was not the highest, included the following examples:—

VALUE OF POLICE PAY AND EMOLUMENTS*

	Constable at minimum of scale of pay	Constable at maximum of scale of pay (including 2 additional increments)	Sergeant at maximum of scale of pay	Inspector at maximum of scale of pay
	s. d.	s. d.	s. d.	s. d.
Gross pay	105 0	140 0	165 0	197 6
Pay less pension contributions (5% of pay less 1s. 2d.)	100 11	134 2	157 11	188 9
Value of quarters or tax-free rent allowance†	19 9	18 7	24 10	28 3
Boot allowance†	2 6	2 6	2 6	2 6
Value of uniform†	10 0	10 0	11 0	12 3
Value of pension (25% of pay)	26 3	35 0	41 3	49 4
Total pay and emoluments	159 5	200 3	237 6	281 1
Annual equivalent	£415 16s.	£522 6s.	£619 9s.	£733 3s.

* Policemen, like other members of the community, pay national insurance contributions of 4s. 11d. a week which are not shown in this table.

† Rent allowances vary from rank to rank and force to force; and for married men according to the actual rent and rates paid. The figures given in this line are based on rent allowances of 15s., 17s. 6d., 20s. and 21s. 6d. a week respectively. These are typical rent allowances paid in provincial police forces in England and Wales. Rent allowances are, in effect, tax free and the figures shown in this table have been grossed to allow for this. Since liability to income tax varies with the circumstances of the individual, it has been necessary to choose specific examples. The constable at the minimum of the scale of pay is a single man, the others married men each with two children.

‡ These allowances are tax-free but they have not been grossed to show their value as taxable income.

Other allowances to which the police are entitled are not included in this estimate, presumably because they are not received by all members of the ranks in question; but their effect should not be overlooked.

21. Some witnesses would no doubt contest that policemen derive any particular value from their free boots and uniform. But the provision of footwear and clothing for duty hours undoubtedly saves policemen from a greater use of the shoes and clothes which they buy for themselves, and if police remuneration is to be related on a fair basis to that in other occupations a value must be ascribed to them. The precise value may be open to debate. The boot allowance is actually 2s. 6d. a week. The amount to be included for uniform should be, not the cost to the police authority of providing uniform, but what the individual saves because he does not have to use his own clothes for police duty. This is precisely the criterion that should be used for fixing the rate of the plain clothes allowance for detectives. The rates of plain clothes allowance last claimed by the Police Federation for England and Wales, and agreed by other parties represented on the Police Council, are 10s. 0d. a week for constables, 11s. 0d. a week for sergeants, and 12s. 3d. a week for inspectors. If, as the Scottish Police Federation suggest, the plain clothes allowance for constables and sergeants should be greater, the value of free uniform should be correspondingly increased. If, on the other hand, too high a value has been placed on the provision of uniform, the plain clothes allowance is equally excessive. In the circumstances we accept the Home Office figures.

22. The general case for increased pay and other emoluments made to us on behalf of the police service was based mainly on the following contentions:

- (a) that police remuneration, relative to that in industry, is now much below the level at which it was placed in 1920 after the Desborough report;
- (b) that, while police responsibilities are *sui generis* and cannot be closely compared with those in other occupations, general comparisons with occupations which involve shorter hours and increased pay for night work and week-end duty as a regular feature indicate that the police are underpaid;
- (c) that certain solid advantages over other occupations which the police had in the period between the two World Wars—security of tenure, holidays with full pay, free medical and dental treatment and a generous pension scheme—have disappeared now that there is full employment and the whole community is under the wing of national insurance; and
- (d) that the responsibilities of the police have increased because their duty now involves dealing with problems of greater complexity, with criminals who are better equipped, and with people drawn from a wider range than ever before.

This last consideration has been presented to us most fully and, as we state in paragraph 19, we have attempted to give it due weight throughout. The others we discuss in later paragraphs, but we should like to record here that in the more important of the features mentioned in sub-paragraph (c) the police still enjoy a substantial advantage that seems to be insufficiently recognised by the men themselves, by potential recruits and by the public in general.

23. The relationship between police remuneration and rates of wages in other organisations is not easy to assess because of the large element of "concealed" emoluments which the police receive. The Desborough Committee's recommendations about the pay of constables were based to some extent at least upon a comparison with the wages then paid in certain other occupations and this is the only comparison of which they left a full record. Without endorsing the Desborough Committee's use of this particular yardstick, we think that an examination of the change in that relationship may be instructive. The Ministry of Labour have been able to tell us the wages of seven of these occupations at various stages between 1919 and November, 1948, and we have made as careful an assessment as we can for 1919, 1939 and 1948, taking into account

on the police side deductions from pay and all the subsidiary emoluments; and for the other occupations the contributions towards and the contingent value of, unemployment insurance, national health insurance and now national insurance. After the Desborough report in 1919 the average remuneration of a constable was 78% higher than the average of the other seven occupations. In 1939 the constable's remuneration, based on "Scale B," was 86% higher. In November, 1948, it was 66% higher. Taking into account the great increase in the absolute amount of police pay and emoluments, the advantage over these particular occupations has not greatly decreased.

24. We have also compared police conditions of service in a more general way with those in other occupations. In urban areas police protection is given night and day by three shifts of men who are each on duty for eight hours; and in rural areas, where night duty is not performed with the same regularity, the constable is frequently on a "split tour" system of duty and always has an obligation to attend to police matters at any hour of the day or night. In other occupations men who take their turn regularly on night work or who work on a "split-tour" system have, since 1939, received an enhanced hourly rate of pay. Police work has to go on throughout the week; in other occupations in which there is an obligation to work at weekends and in which the rest day may fall on any day of the week there has been since 1939 a considerable extension of the practice of making increased payment for work done on the Sundays that fall within the normal working week. The police still have a six-day working week, nominally of 48 hours but usually longer and, as we say later in this report when we deal with hours of duty, there seems no immediate possibility of a reduction. In many other occupations, probably the majority at an equivalent level of income, hours of work have been reduced since 1939 from 48 or 47 to 44 or even 40 hours a week without a corresponding decrease in wages. Taking these trends into account we have come to the conclusion that the increases in pay granted to the police since 1939 have fallen short of the improvements that have taken place in the other occupations in which conditions of work are similar enough to make a comparison valid.

25. In our view it is essential that members of police forces should be contented and reasonably free from financial worry. They should not serve under the sense that they are not fairly treated, having regard to the responsibilities, hardships, and risks which their service entails and to wages and hours of work in occupations which make fewer demands upon the individual. The difficulty is to value these responsibilities fairly in terms of pay and other emoluments. We have made this evaluation as best we can, and in later paragraphs we recommend increased scales of pay which, we think, give full weight both to the responsibilities and drawbacks of police service and to the general level of remuneration in other occupations. Before setting out our conclusions about pay, however, we feel that we should record our views upon one or two general matters which seem to us to be important.

26. Any comparison with industrial conditions raises the question whether compensation for shift work and weekend duty should be specifically attached to the occasions when night duty or weekend duty is performed. The possibility has some attractions at first sight. Duty at night and at weekends is unpopular, and understandably so. An extra payment for each occasion on which it was done would make it less unwelcome and would do justice as between the majority of constables who are out on the beat at all hours and the minority who do less than the normal share of night duty because they are on office work or specialist duties of one sort or another. On consideration, however, we have come to the conclusion, in agreement with the balance of the evidence, that a steady inclusive wage would be the best and indeed the only practicable arrangement for the police, and it will do no serious injustice if, as we believe, the great majority of men in each rank do much the same proportion of night and weekend duty in the course of their 25 or 30 years of service."

12. At the time of the Oaksey pay award the strength of the police forces in England and Wales was 58,850 men and women. Following the award, there was an uninterrupted increase in the strength of the service until 30th November, 1950, when it had reached a figure of 62,578. During this period the cost of living had risen by 4.5% and the wages index by 4.6%. From the end of November, 1950, strength began to decrease and on 31st August, 1951, it was 61,654.

13. In March, 1951, the Police Federation sought a further increase in pay, and since suitable negotiating machinery for the settlement of claims, which had been recommended by the Oaksey Committee, had not then been instituted, the Secretary of State appointed Sir Malcolm Trustram Eve to be Chairman of the Police Council for England and Wales for a meeting, held on 24th and 25th July, 1951, for the specific purpose of considering the question of pay. Since the Council failed to reach agreement, Sir Malcolm Trustram Eve, assisted by two Assessors, Lord Crook and Sir Alexander Gray, subsequently made his own recommendations. His proposals as regards the constable's scale are set out in *paragraph 23* of his report, as follows:—

“23. We have come to the conclusion that, in present circumstances, a man constable ought to receive at the minimum an increase of £70 a year above his present salary of £330. This is £30 more than the increase to which we think he is entitled in relativity with other workers by reason of changes since consideration by the Oaksey Committee (late 1948). We recommend it solely upon the ground that it is in the national interest to “man up” the Police Force and that any less increase would neither attract the necessary new recruits nor retain the necessary number of the existing forces. If the present relativity of all ranks is to be maintained this scale should extend at the maximum to £505 a year—an increase of £85. We are proposing that the incremental rises in the Oaksey scales should be maintained unaltered. There will therefore be 10 (instead of 9) increments. The first 9 increments should be at the same stages (and at £10) as in the Oaksey scales. The extra increment we recommend should be given in the 25th year at the rate of £15. It is possible that this increment at that stage might have some small effect in inducing men to continue beyond their 25th year and perhaps to the full 30 years.”

14. The scales recommended by Sir Malcolm Trustram Eve came into operation on 3rd August, 1951. The constable's new maximum was 20.2% higher than the Oaksey maximum; the cost of living had increased by 14.4% and the wages index by 10.1%. Recruitment was greatly stimulated and wastage, particularly of men retiring from the service on pension, decreased sharply. The strength of the police forces in England and Wales rose continuously from 61,654 on 31st August, 1951, to 66,004 by 31st March, 1953, when the cost of living was up by 26.1% on July, 1949, and the wages index by 24%. Numbers then fell away slightly to 65,773 by 31st October, 1953.

15. In 1953 machinery was brought into being for the settlement of police pay and other conditions of service by negotiation. The negotiating body, which is known as the Police Council for Great Britain, consists of an independent Chairman, appointed by the Prime Minister, an Official Side representative of the police authorities of England, Wales and Scotland, the Home Office and the Scottish Home Department and a Staff Side, representative of all ranks of the police service in England, Wales and Scotland. An agreement of the Council requires the concurrence of both Sides; should the two Sides fail to agree, either Side may refer the dispute to three arbitrators appointed by the Prime Minister, whose decision is treated as an agreement of the two Sides.

16. The Police Council for Great Britain agreed to a new scale of pay for constables, which came into effect from 14th January, 1954, and which increased the previous scale by £45 throughout, so that a constable received £445 on entry and £550 after 25 years' service. The new maximum was 30.9% higher than the Oaksey

maximum, compared with increases in the cost of living of 26.1% and in the wages index of 26.8%. The increase in pay arrested the decline in strength only temporarily. From 31st July, 1954, when strength had risen to 66,494, there was a further decline. On that date the cost of living had risen to 30.7% over Oaksey and the wages index to 30.5%. The fact that the drop in strength took place so soon after a substantial pay increase, was in part attributable to the retirement of men who, having served for three years after the Trustram Eve pay award of 3rd August, 1951, had obtained the full benefit of that award for pension purposes. Retirements on pension rose from 160 in July, 1954, to 407 in August.

17. From July, 1954, there was a continuing drop in police strength until 31st August, 1955, when numbers were 65,424. The 88-hour fortnight for members of the federated ranks was introduced on 5th September, 1955. Immediate effect could not be given to the reduced hours in many forces, but the additional hours worked were paid for at overtime rates.* Since the reduction in hours took the form of an extra rest day per fortnight, payment was made at time and a half—the rate appropriate to rest days and public holidays. (The "normal" overtime rate is time and a third, where time off in lieu cannot be allowed.) The introduction of the 88-hour fortnight was immediately followed by a rise in numbers. Negotiations for a new scale of pay were at that time proceeding on the Police Council for Great Britain, but agreement could not be reached and the claim was referred to arbitration. The arbitrators awarded a new scale for constables of £475 at the minimum, rising after two years to £535, with further increments after the third, fourth, fifth, sixth, tenth and fifteenth years of service to reach a maximum of £640 after fifteen years. The new scale was brought into effect from 15th December, 1955, and subsequently backdated to 8th September, 1955.

18. The award increased the constable's maximum to 52.3% over Oaksey, as compared with a cost of living increase of 35.1% and a wages index increase of 40.7%. Police strength rose from 65,776 on 31st December, 1955, to 68,223 on 31st December, 1956. A further pay claim had by then been lodged, which resulted on 1st April, 1957, in an award by the arbitrators, effective from 1st February, 1957, of a revised and shortened scale for constables of £490 on entry, rising to a maximum of £660 after 9 years' service. The new constable's maximum was 57.1% over Oaksey, the cost of living having risen by 43.2% and the wages index by 50.9%. At 31st March, 1957, immediately before this award, strength was 69,058, and after the award the figure continued to rise consistently. At the end of August, 1958, the strength was 70,757.

19. On 10th September, 1958, following a further disagreement on the negotiating body, the arbitrators awarded a new scale, effective from 22nd April, 1958, of £510 on entry, rising to £570 after two years, on completion of probation, thence by three increments of £15 to £615 after five years' service, and then by four further increments of £20 to a maximum of £695 after 9 years' service. The new maximum was 65.5% over Oaksey, compared with a rise in the same period of 49% in the cost of living and 62.5% in the wages index. The award was effective from 22nd April, 1958. Since the introduction of this scale police strength in England and Wales has risen to 72,537 on 31st December, 1959. On that date the cost of living and wages indices were 51.9% and 67.3% respectively above the indices at July, 1949, and there has been little change since.

Relationship With Other Occupations

20. Since the police service has in practice been regarded as *sui generis*, there has never been any precisely defined pay relationship with other occupations. Before 1919, the generally recognised principle was that a county constable should be paid at a somewhat higher rate than the agricultural labourer in his county. The Desborough Committee were not content to preserve this relationship—"... We consider the pay of a policeman should not be assessed on the basis of that of an agricultural labourer or an unskilled worker as has been the case" (paragraph 34

* Some 40 per cent. of constables were still working the additional hours at the end of 1959.

of their report); and while they drew attention to the level of pay in certain other occupations (see *paragraph 4* above), and while their recommendations were, in the view of the Oaksey Committee, to some extent based on a comparison with the wages paid in these other occupations, they did not substitute a fresh yardstick.

21. As has been seen from *paragraph 23* of their report (*paragraph 11* above) the Oaksey Committee brought up-to-date the Desborough Committee's comparison with the wages paid in certain other employments so far as that was practicable in 1949. They obtained the following table of information from the Ministry of Labour:—

WAGES FOR SEVEN OF THE EMPLOYMENTS GIVEN IN PARAGRAPH 34
OF THE DESBOROUGH REPORT

	Desborough	Ministry of Labour			
	1	2	1919	1939	1948
	1919	1919	mean of 1 and 2		
	s. d.	s. d.	s. d.	s. d.	s. d.
Tram Driver, Newcastle-on-Tyne	65 0	67 0	66 0	67 0	107 0
Cotton Porter, Liverpool	68 6	66 0	67 3	62 6	100 0
Carter, Liverpool	72 0	66 0	69 0	57 0	94 0
Corporation: Road Scavenger, Birmingham	61 0	61 0	61 0	56 0	103 0
Corporation: Ash Man, Birmingham	63 0	63 0	63 0	58 0	106 0
Pavior, Glasgow	80 0	83 5	81 8	73 4	122 10
Unskilled Labourer: London Local Authorities	68 0	66 0	67 0	58 8	100 0
	477 6	472 5	475 0	432 6	742 4
Average wage	68 3	67 6	67 10	61 9	106 1
Relation			100	91	156

This information led them to the conclusion that, "taking into account the great increase in the absolute amount of police pay and emoluments the [constable's] advantage over these particular occupations has not greatly decreased." As the increase in pay that they recommended indicates, however, the Oaksey Committee did not base their conclusions on this comparison with rates in other occupations and the Home Office have not had the figures brought up to date. The Home Office have, however, brought up to date the valuation of the constable's pay and emoluments that was given in *paragraph 20* of the report of the Oaksey Committee—see *paragraph 11* above:—

Value of Constable's Pay and Emoluments
(See Appendix VIII)

	At Minimum	At Maximum
Gross pay	£510	£695
Pay less pension contribution (6½% of pay less 1s. 2d. a week)	£481 3 4	£655 12 1
Value of tax-free rent allowance	£71 10 7	£111 14 0
Boot allowance	£7 16 6	£7 16 6
Value of uniform	£32 12 1	£32 12 1
Value of pension (26½% of pay)	£135 3 0	£184 3 9
Total pay and emoluments	£728 5 6	£991 18 5
Weekly equivalent	£13 19 3	£19 0 5

Notes:

- (i) National insurance contributions are not shown in the table.
- (ii) The constable at the minimum is, for calculating the value of the tax-free rent allowance, assumed to be single; and at the maximum he is assumed to be married with two children. Single man's rent allowance is taken as the average flat rate rent allowance paid in the provincial police forces in England and Wales on 31st December, 1959 (20s. 9d.); and married man's rent allowance as the average maximum limit rent allowance paid in those forces on that date (35s. 9d.).
- (iii) Boot allowance (3s. a week) and value of uniform are tax free, but they have not been grossed up to show their value as taxable income.

The Standard Rate of Pay

22. The considerations which led the Desborough Committee to recommend a standard scale of pay for all constables are set out, as follows, in *paragraphs 19-22* of their report:—

“Standardisation of Pay and Conditions of Service.

19. As to the possibility of standardisation, it might appear at first sight that the duties of the Police differ in some respects in different parts of the country. But even though the work of a constable or sergeant on heat or point duty in the City of London or in the clerical branch in any large city force is very different from, say, beat duty in the Highlands of Scotland or any rural county, what we have to consider is whether such differences are fundamental or render the work in one force more exacting than it is in another to such a degree as to justify separate treatment of the forces in regard to pay, pensions, etc. We have heard much evidence on this question. We do not gather that the duties of the average constable in the Metropolitan Police District or the City of London are more exacting or differ much from those of a constable in, say, Birmingham, Liverpool, Manchester or Glasgow, or any of the great City Forces; and we found that the claims advanced by the constables and sergeants of the Metropolitan Police and various large City Forces that their work is more exacting than work in a country district were strenuously denied by witnesses from County Forces, and men from the latter who had experience of both town and country work declared that they preferred the former and found it on the whole no harder than the latter. The typical country policeman is stationed alone in a village and is responsible for the police duty in the village and a beat extending perhaps four or five miles, or in sparsely populated areas even further, in each direction. The matters with which the typical town policeman has to deal cover a wide field, but the country policeman's duties appear to be no less varied, and, apart from occasional visits of a sergeant or superior officer, he has to act in all matters on his individual responsibility and without any possibility of summoning assistance. The country policeman requires to be essentially an “all round” man to a greater degree than the average policeman in a large City Force. The work of a town policeman on point duty at a busy traffic centre no doubt subjects him to a greater strain while it lasts than does the beat duty of an average country policeman, but when his tour of eight hours' duty is finished the town policeman (apart from special emergencies) is free until he is due for duty again, while the house of the country policeman, whether it is a police station proper with a cell for prisoners or a residence pure and simple, is marked as “Police Station” and the constable has to attend to any matter which may be reported to him at any hour of the night or day. If a telephone is provided, his wife is expected to answer it in his absence. Duty in town may be more dangerous than in the country, but the country policeman suffers as much or more from exposure to the weather. As to the general amenities of life, there is a good deal to be said on either side. For a man with young children the country will have advantages which, when his children are older,

may be counterbalanced by the better facilities for education or employment in the town.

20. A further consideration is that such differences as do exist between town and country work are not merely differences between separate forces but exist to practically as great a degree between individual members of one and the same force. For example, a Metropolitan policeman may have to do duty in the East End or in one of the outlying parts of the Metropolitan Police District and his work in the latter would differ in no respect from that of a constable in one of the adjoining counties of Essex, Herts, Surrey or Kent; or again, in certain counties, for example, Lancashire, Staffordshire and Worcestershire, populous county boroughs such as Bury, West Bromwich, Smethwick, Dudley, as well as the rural and sparsely populated parts of the county, are policed by the County Force, so that a constable may be serving at one time in one of these towns and at another in a remote country village. These differences would make any classification of forces by the character of their work very difficult to carry out on any equitable basis.

21. It is further noteworthy that the evidence from the Scottish Police and Police Authorities was strongly in favour of the pay, pensions and other conditions of service of the Scottish Police being assimilated to those of the Police in England and Wales, and no valid grounds for any distinction were suggested to us.

22. Having carefully considered the evidence on these points, we have come definitely to the conclusion that the duties of a policeman are fundamentally the same in character throughout the forces within our terms of reference; that such differences as exist between one force and another do not justify the wide differences in pay, pensions and housing conditions; and that the Police Service of Great Britain should be considered as a whole for the purpose of settling the main questions with regard to rates of pay, pensions, allowances and conditions of service generally."

23. There was, however, an almost immediate departure from the principle of a standard rate of pay introduced by the Desborough Committee, since the bonus scheme introduced in 1920 (see *paragraph 6* above) to meet the rise in the cost of living provided for different rates of bonus in different categories of forces:—

- (a) the Metropolitan and big city forces, and county areas which were mainly industrial;
- (b) rural, or mainly rural, county areas and the smallest borough forces;
- (c) forces of intermediate character;

and allowed single men only half the married men's rate of bonus. As has been seen, however, the scheme was short-lived, and, subject to what is said below about the London allowance, since 1921 there has been a standard rate of pay.

24. The Oaksey Committee dealt with this question in *paragraphs 27-31* of their report, which are reproduced below:—

"27. We have also felt it right to consider afresh whether the remuneration of constables and sergeants should be the same throughout the country. We endorse the Desborough Committee's conclusion that it should. This leads logically to the question whether there should be some gradation in the amount of emoluments received in London, other large cities, the smaller towns, and the rural areas. This is generally known as "provincial differentiation" and is a common feature in many other employments, its justification being that there are differences in the cost of living in different types of community. Some witnesses denied that there was any significant difference of that kind, but we were not impressed by their evidence. We consider that a given wage would not go as far in the centre of London as in, say, Cumberland or Cromarty; and that provincial differentiation of one kind or another is

necessary if the emoluments of constables and sergeants in the different police forces are to be roughly equivalent in value.

28. When we examined police remuneration as a whole, however, we found that the provision of free quarters or the payment of a rent allowance instead had brought about provincial differentiation to a marked degree. This is seen not only in the differing levels of the "maximum limits" but, more noticeably, in the amounts of rent allowances actually paid. Under the system of rent allowances in force for married men, the individual's actual expenditure on rent and rates is reimbursed in the form of a rent allowance the amount of which is subject to a maximum limit for each rank in each force. The present levels of maximum limits permit all but an insignificant minority of constables and sergeants who rent their own accommodation to recover all they pay in rent and rates. To quote some examples that show the variation, the maximum limit for the rank of constable is 35s. a week in the Metropolitan police force, 30s. a week in the Lancashire county force, 22s. a week in Northumberland, and 19s. a week in Dudley. The actual rent allowance (i.e., the amount recovered in respect of rent and rates) shows a still greater variation. For example, a recent review showed that of the constables in London who rented their own accommodation, 5 per cent. paid rents and rates less than 15s. a week and 33 per cent. more than 25s. a week; in Lancashire the proportions were 50 per cent. and 6 per cent. respectively.

29. The differing levels of rent and rates in different regions of the country are in great measure the justification for provincial differentiation, and while the system of rent allowances remains in force we see no need for any further differentiation between forces outside London; but the contention put forward by the Commissioners of the Metropolitan and the City of London police forces that policemen in London need something more to bring them level with members of other forces was supported by the general weight of the evidence, and we accept it. We accordingly recommend for constables and sergeants in the Metropolitan and the City of London police forces a small non-pensionable "London Allowance."

30. We are told, in any case, that to differentiate in pay between policemen stationed in city, town and country, would give rise to serious administrative difficulties in the county police forces, many of which contain all three types of community. A county chief constable must be free to move his men at need from one part of the police district to another, and a fall in pay on transfer from an urban to a rural district would be difficult for the man to understand even though it meant no change in the real value of his income. It would, moreover, be difficult to justify if it involved an alteration in the level of pensionable pay, since there would be no guarantee that the man would continue to reside after his retirement in the locality in which he was last stationed. We should add that witnesses who spoke on behalf of constables and sergeants opposed any further differentiation in remuneration between police forces.

31. For the sake of completeness, we wish to record that we have considered whether rent allowances and the value of free quarters should be consolidated with pensionable pay. This would have the advantage of giving potential recruits a better idea of the true value of police emoluments and would, in some ways, have more administrative convenience than the present system. But it would involve a substantial increase in the present high cost of police pensions; it would require, as a corollary, a substantial degree of provincial differentiation if the real value of police emoluments were to be kept at the same level in all forces; and it would involve charging rent for those houses and residential quarters at police stations and elsewhere that are now provided free of cost by police authorities. We reject the proposal as impracticable.*

* In 1930 the supplementary allowance paid to firemen, which was comparable with the police constable's rent allowance, was consolidated with their pay.

In *paragraph 41* of their report, the Oaksey Committee recommended that the "London Allowance" should be £10 a year, and this was increased to £20 a year as part of the agreement of the Police Council for Great Britain which resulted in the pay award of 14th January, 1954. It has remained at £20 since 1954. In accordance with the Oaksey recommendation the allowance is non-pensionable.

25. The principle of the standard scale of pay was referred to by the arbitrators when making their award in December, 1955. They said:—

"Common scales of pay apply throughout Great Britain in the case of the ranks referred to in the preceding paragraphs (i.e. the federated ranks). We have felt compelled, since neither the Official Side nor the Staff Side of Panel "C" of the Police Council has raised the question of the propriety of altering this arrangement, to assume for the purposes of our award that it will continue. We are, however, of the opinion that a review of the arrangement should be undertaken now so that any modifications of it which may be desirable can be embodied in the terms of any future settlement of police rates of pay."

This expression of opinion has not, however, led to any action being taken on the matter by the Police Council for Great Britain.

The Length of the Constable's Scale

26. The scale introduced as a result of the recommendations of the Desborough Committee gave the constable his maximum after 10 years' service, subject to two long service increments after 17 and 22 years' service respectively. The scale for new entrants devised by the Higgins Committee provided for the maximum to be reached after 12 years, but the consolidated post-war scale reverted to the form of the Desborough scale. The scale recommended by the Oaksey Committee dispensed with the long service increments, but the basic scale was extended, with increments after 2, 3, 4, 5, 6, 7, 10, 15 and 22 years' service. The Trustram Eve award in 1951 introduced a further, final, increment after 25 years' service with the expressed object of "inducing men to continue beyond their 25th year and perhaps to the full 30 years." In 1955, the scale was reduced by the arbitrators to the Police Council for Great Britain to one of fifteen years, with increments falling after 2, 3, 4, 5, 6, 10 and 15 years' service, and in 1957 it was further reduced to a nine-years' scale, with increments after every year of service except the first (mid-probation) year. There has been no subsequent change.

27. Until recent years, therefore, the constable's scale carried certain increments during the later years of service. The reason for this was two-fold. First, the constable's scale had traditionally recognised the value of the officer who had long service. Second, it was thought that the absence of any increments over the last 15 or more years of service would tend to be discouraging to those men who had little prospect of rising above the rank of constable.

The Pay of the Woman Constable

28. The pay of a woman constable has, since 1946, been approximately 90% of that of a male constable. This relativity was endorsed in the scales recommended by the Oaksey Committee and has been preserved in the various awards made since 1949.

The Relationship of Pay to Recruitment and Wastage

29. The movements of recruiting and wastage and the changes in pay between 1949 and 1959 are demonstrated graphically in Appendices V and VI. Recruiting and wastage are no doubt affected by a variety of factors, of which pay is only one. The average monthly rate of recruitment to the police service since July, 1949, has been about 500, but there were isolated occasions during the months immediately succeeding the Oaksey and Trustram Eve pay awards when recruitment exceeded 700 a month, and on a number of occasions after these and later awards the monthly rate exceeded 600. During the periods preceding the pay awards in 1951, 1954 and 1955 the recruitment rate fell below 400 men and women a month.

30. The average rate of wastage from the service during the last ten years has been just under 400 men and women a month. For the most part the monthly wastage rate has exceeded 300, though wastage was less than this after the Trustram Eve pay award (the winter of 1951/52). The peaks of wastage, with more than 500 men and women leaving the service in a month, were in the early months of 1951, and in the latter part of 1954 and the first half of 1955. The wastage of probationers, and men and women resigning without pensions, has remained reasonably constant, each being normally below 100 a month; there was, however, a noticeable peak in the wastage of probationers in the late summer of 1957 and a similar peak in the wastage of men and women resigning without pensions in the summer of 1955.

31. The wastage of men and women retiring on pension has, on the other hand, fluctuated considerably, and it is this that has largely dictated the pattern of overall wastage. Thus, although the monthly wastage of pensioners is normally between 100 and 200, it exceeded 200 on a number of occasions in the later months of 1950 and the early months of 1951. After the Trustram Eve pay award the pensioners' wastage rate fell to the 100 mark and did not exceed 200 again until three years after the Trustram Eve award, when it leapt to more than 400 in the one month of August, 1954, and continued to exceed 200 a month until the 1955 pay award was made, when it again fell to below the 100 mark and did not again exceed 200 until exactly three years after the 1955 pay award.

Home Office,
Whitehall,
S.W.1.

March, 1960.

APPENDIX I
The Constable's Pay since 1919

Date of introduction of scale	Minimum	Maximum
1919 Desborough ("Scale A")	70s. a week † (£180 a year)	95s. a week † (£245 a year)
1931 Higgins ("Scale B") for new entrants	62s. a week † (£160 a year)	95s. a week † (£245 a year)
1945	90s. a week † (£235 a year)	123s. a week † (£320 a year)
1946	105s. a week † (£270 a year)	140s. a week † (£365 a year)
1949 (Oaksey)	£330 a year	£420 a year
1951 (Eve)	£400 a year	£505 a year
1954 (Agreement of Police Council for Great Britain)	£445 a year	£550 a year
1955 (arbitrators' award)	£475 a year	£640 a year
1957 (arbitrators' award)	£490 a year	£660 a year
1958 (arbitrators' award)	£510 a year	£695 a year

NOTES

(i) Constables were paid war bonus as follows:—

1. 7.40	5/- a week
1. 3.41	10/- " "
1. 6.42	13/6 " "
1. 6.43	17/- " "
1.11.43	19/- " "
22.12.44	23/- " "

and in addition from 1.7.40 a war duty allowance of 3s.

(ii) Constables of the Metropolitan and City of London police forces have received a non-pensionable allowance of £10 from 1.7.49 to 14.1.54 and of £20 from 14.1.54.

† Approximate.

Rent Allowance

1. Under Regulation 28 of the Police Regulations the police authority is required to provide every member of the police force with a house or quarters free of rent and rates or to pay him a rent allowance. The rent allowance is either a maximum limit allowance or a flat-rate allowance; and, apart from a few special cases, the married officer living with his wife receives a maximum limit allowance and all other officers receive a flat-rate allowance.

2. Every police authority fixes, subject to the approval of the Secretary of State, the allowances for the several ranks of the force. The maximum limit for the rank in question is fixed at a level sufficiently high to reimburse the rent and rates of all married men who rent unfurnished accommodation, with the exception of any who may have rented unnecessarily expensive accommodation or who, for personal reasons, may have necessarily undertaken to pay rents which it would be unreasonable to reimburse from public funds in full. The maximum limit having been fixed on this basis, and subject to this limit:—

- (a) Married men renting unfurnished accommodation are reimbursed their expenditure on rent and rates;
- (b) Married men renting furnished accommodation are reimbursed their expenditure on rates, together with such amount as the police authority consider would have been paid in rent if the accommodation had been unfurnished;
- (c) Married men owning the house they occupy are reimbursed their expenditure on rates, together with such amount as in the opinion of the District Valuer would be paid in rent for the house if it were let unfurnished;
- (d) Single men are paid a flat-rate allowance equal to half the maximum limit.

3. Rent allowance is subject to income tax and, to achieve equity as between the officer who is provided with a house or quarters and the officer who is paid a rent allowance, the police authority pay the latter annually a compensatory grant equal to the amount by which his income tax liability in the preceding year in respect of his service in the force was increased by virtue of the inclusion in his emoluments of the rent allowance (and of the compensatory grant).

A. Maximum Limits on 31st December, 1959

I COUNTIES

BEDFORD	42/6	LANCASHIRE	36/-
BERKS	42/6	LEICESTER & RUTLAND	36/-
BUCKS	42/6	LINCOLN	35/-
CAMBRIDGE	40/-	MONMOUTH	35/-
CARDIGAN AND		MID-WALES	42/6
CARMARTHEN	42/6	NORFOLK	30/-
CHESHIRE	42/6	NORTHAMPTON	42/6
CORNWALL	35/-	NORTHUMBERLAND	35/-
CUMBERLAND AND		NOTTINGHAM	35/-
WESTMORLAND	35/-	OXFORD	42/6
DENBIGH	42/6	PEMBROKE	42/6
DERBY	42/6	PETERBOROUGH	40/-
DEVON	42/6	SALOP	37/-
DORSET	48/-	SOMERSET	42/6
DURHAM	35/-	STAFFORD	42/6
ELY, ISLE OF	35/6	SUFFOLK, EAST	42/6
ESSEX	42/6	SUFFOLK, WEST	37/6
FLINT	42/6	SURREY	42/6
GLAMORGAN	42/6	SUSSEX, EAST	42/6
GLOUCESTER	42/6	SUSSEX, WEST	42/6
GWYNEDD	42/6	WARWICK	42/6
HANTS	42/6	WILTS	50/-
HEREFORD	42/6	WORCESTER	42/6
HERTS	42/6	YORKS, EAST RIDING	31/-
HUNTS	35/-	YORKS, NORTH RIDING	42/6
KENT	52/6	YORKS, WEST RIDING	42/6

APPENDIX II (Contd.)

II CITIES AND BOROUGHES

BARNSELY	35/-	GRIMSBY	42/6	ST. HELENS	35/-
BARROW	47/-	HALIFAX	37/6	SALFORD	40/-
BATH	50/-	HASTINGS	42/6	SHEFFIELD	35/-
BIRKENHEAD	42/6	HUDDERSFIELD	36/-	SOUTHAMPTON	52/6
BIRMINGHAM	42/6	HULL	40/-	SOUTHEND-ON-SEA	52/6
BLACKBURN	33/-	IPSWICH	42/6	SOUTHPORT	50/-
BLACKPOOL	42/6	LEEDS	42/6	SOUTH SHIELDS	37/6
BOLTON	42/6	LEICESTER	42/6	STOCKPORT	42/6
BOOTLE	42/6	LINCOLN	35/-	STOKE-ON-TRENT	37/6
BOURNEMOUTH	42/6	LIVERPOOL	52/6	SUNDERLAND	42/6
BRADFORD	42/6	MANCHESTER	42/6	SWANSEA	45/-
BRIGHTON	47/6	MERTHYR TYDFIL	35/-	TYNEMOUTH	35/-
BRISTOL	53/-	MIDDLESBROUGH	40/-	WAKEFIELD	27/6
BURNLEY	34/-	NEWCASTLE-UPON-TYNE	42/6	WALLASEY	42/6
CAMBRIDGE	50/-	NEWPORT	42/6	WALSALL	42/6
CARDIFF	42/6	NORTHAMPTON	37/-	WARRINGTON	35/-
CARLISLE	34/-	NORWICH	42/6	WIGAN	35/-
COVENTRY	42/6	NOTTINGHAM	42/6	WOLVERHAMPTON	37/6
DERBY	36/-	OLDHAM	36/-	WORCESTER	42/6
DEWSBURY	30/-	OXFORD	42/6	YORK	35/-
DONCASTER	35/-	PLYMOUTH	50/-	METROPOLITAN POLICE	62/6
DUDLEY	37/6	PORTSMOUTH	52/6	CITY OF LONDON POLICE	62/6
EASTBOURNE	42/6	PRESTON	42/6	TYNE RIVER	35/-
EXETER	42/6	READING	42/6		
GATESHEAD	37/6	ROCHDALE	32/-		
GREAT YARMOUTH	42/6	ROTHERHAM	32/-		

B. The number of constables drawing maximum limit rent allowance, showing the amounts of payments, divided between provincial and London forces :—

Amount of Rent Allowance					Number of Constables	
					Provincial	London
15s. and under					294	16
over 15s.	up to	(and including)	16s.		41	4
" 16s.	" " "	" "	17s.		51	3
" 17s.	" " "	" "	18s.		104	12
" 18s.	" " "	" "	19s.		65	10
" 19s.	" " "	" "	20s.		188	18
" 20s.	" " "	" "	21s.		93	18
" 21s.	" " "	" "	22s.		130	10
" 22s.	" " "	" "	23s.		135	17
" 23s.	" " "	" "	24s.		115	17
" 24s.	" " "	" "	25s.		267	33
" 25s.	" " "	" "	26s.		140	44
" 26s.	" " "	" "	27s.		196	42
" 27s.	" " "	" "	28s.		298	41
" 28s.	" " "	" "	29s.		256	36
" 29s.	" " "	" "	30s.		593	77
" 30s.	" " "	" "	31s.		268	66
" 31s.	" " "	" "	32s.		349	70
" 32s.	" " "	" "	33s.		392	64
" 33s.	" " "	" "	34s.		240	63
" 34s.	" " "	" "	35s.		870	138
" 35s.	" " "	" "	36s.		411	112
" 36s.	" " "	" "	37s.		208	72
" 37s.	" " "	" "	38s.		384	105
" 38s.	" " "	" "	39s.		144	68
" 39s.	" " "	" "	40s.		558	122
" 40s.	" " "	" "	41s.		157	124
" 41s.	" " "	" "	42s.		164	94
" 42s.	" " "	" "	43s.	2,905	109	
" 43s.	" " "	" "	44s.	37	81	
" 44s.	" " "	" "	45s.	113	145	
" 45s.	" " "	" "	46s.	40	112	
" 46s.	" " "	" "	47s.	31	66	
" 47s.	" " "	" "	48s.	133	113	
" 48s.	" " "	" "	49s.	23	83	
" 49s.	" " "	" "	50s.	249	119	
" 50s.	" " "	" "	51s.	24	154	
" 51s.	" " "	" "	52s.	31	78	
" 52s.	" " "	" "	53s.	486	176	
" 53s.	" " "	" "	54s.	—	44	
" 54s.	" " "	" "	55s.	—	84	
" 55s.	" " "	" "	56s.	—	102	
" 56s.	" " "	" "	57s.	—	61	
" 57s.	" " "	" "	58s.	—	49	
" 58s.	" " "	" "	59s.	—	49	
" 59s.	" " "	" "	60s.	—	144	
" 60s.	" " "	" "	61s.	—	113	
" 61s.	" " "	" "	62s.	—	76	
" 62s.	" " "	" "	63s.	1	3,006	
" 63s.	" " "	" "	64s.	—	—	
" 64s.	" " "	" "	65s.	—	—	
TOTALS					11,173	6,462

APPENDIX III

Police Establishments and Strengths (Men), England and Wales

COUNTIES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
BEDFORD	71.3	6.22	36	{ 4.5% on 9.10.58 4.1% on 8.1.59
BERKS	33.6	7.97	36	6.0% on 14.12.59
BUCKS	58.2	6.03	40	3.4% on 24.4.59
CAMBRIDGE	85.1	0.73	1	
CARDIGAN AND CARMARTHEN }	42.8	3.03	9	
CHESHIRE	24.8	2.32	27	5.1% on 18.8.59
CORNWALL	32.5	0.69	3	{ 0.5% on 6.3.58 0.9% on 11.3.59
CUMBERLAND }	26.9	2.20	8	
WESTMORLAND }	21.2	3.88	4	
DENBIGH	77.3	7.69	14	4.2% on 17.4.59*
DERBY	27.8	12.33	101	
DEVON	34.4	3.89	28	
DORSET	45.6	2.07	9	2.6% on 10.12.58
DURHAM	22.3	2.57	36	
ELY, Isle of	59.0	5.00	7	
ESSEX	36.3	3.93	48	1.0% on 18.3.58
FLINT	65.3	7.69	15	2.6% on 15.10.59
GLAMORGAN	17.0	0.69	7	5.1% on 19.2.59
GLOUCESTER	41.5	3.60	26	{ 3.0% on 8.7.58 2.7% on 12.6.59
GWYNEDD	46.6	4.63	14	5.3% on 28.4.59
HANTS	19.5*(1) 50.7 (2)	1.54	14	
HEREFORD	51.0	13.60	31	
HERTS	96.3	4.66	40	{ 4.3% on 5.5.58 6.2% on 28.4.59
HUNTS	64.8	5.99	7	4.5% on 10.2.58
KENT	28.7	8.04	140	
LANCASHIRE	12.5	1.10	34	*

* (1) Including Bournemouth in the 1939 establishments.

(2) Excluding Bournemouth from the 1939 establishments.

† Forces which had separate establishments in 1939 have had those establishments added to those of the forces of which they now form part.

COUNTIES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
LEICESTERSHIRE AND RUTLAND	102.5	1.80	10	
LINCOLN	52.2	1.14	9	{ 1.8% on 11.3.58
MONMOUTH	37.3	0.97	4	{ 3.0% on 10.3.59
MID-WALES				
CONSTABULARY	38.8	5.82	12	0.5% on 5.11.59
NORFOLK	28.5	2.24	11	3.8% on 28.3.58
NORTHAMPTON	66.8	6.18	23	{ 7.7% on 5.2.58
NORTHUMBERLAND	55.6	2.87	17	{ 6.3% on 20.2.59
NOTTINGHAM	55.9	3.65	27	5% on 19.12.58
OXFORD	72.4	7.92	21	{ 0.4% on 26.10.59
PEMBROKE	60.2	0.71	1	{ 3.1% on 5.2.59
PETERBOROUGH	78.5	11.21	13	9.4% on 26.2.59
SALOP	53.7	7.09	28	
SOMERSET	34.8	1.17	7	
STAFFORD	19.8	3.64	44	{ 4.4% on 22.4.58
SUFFOLK, EAST	56.9	4.57	15	{ 1.9% on 15.1.59
SUFFOLK, WEST	45.0	2.11	4	{ 0.5% on 24.7.59
SURREY	36.8	6.00	54	{ 0.5% on 4.11.59
SUSSEX, EAST	21.9	5.16	25	5.5% on 8.5.59
SUSSEX, WEST	68.4	5.61	29	1.9% on 6.11.59
WARWICK	34.5	9.59	61	{ 1.0% on 4.3.58
WILTS	30.9	0.59	3	{ 4.6% on 10.4.58
WORCESTER	46.6	2.01	12	9.6% on 30.10.59
YORKS, EAST RIDING	38.1	5.05	15	
YORKS, NORTH RIDING	35.1	1.73	11	
YORKS, WEST RIDING	32.8	4.35	97	

CITIES & BOROUGHES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
BARNSELEY	45.6	3.06	4	
BARROW	37.5	10.61	14	
BATH	14.5	1.59	2	
BIRKENHEAD	31.4	1.38	4	
BIRMINGHAM	9.5	11.81	244	
BLACKBURN	9.1	7.85	15	6.7% on 20.2.59
BLACKPOOL	55.0	0.38	1	8% on 28.11.58
BOLTON	9.0	3.92	10	10% on 2.4.59
BOOTLE	26.1	5.52	8	
BOURNEMOUTH	*	3.88	10	10.2% on 11.3.59
BRADFORD	11.7	0.75	4	
BRIGHTON	32.6	2.41	7	6.8% on 28.1.59
BRISTOL	25.7	4.21	34	3.4% on 1.4.59
BURNLEY	11.5	12.41	18	0.7% on 12.9.58
CAMBRIDGE	29.2	0.65	1	
CARDIFF	31.2	4.29	19	0.7% on 1.12.59
CARLISLE	34.1	7.27	8	
COVENTRY	41.9	11.92	46	4.3% on 7.10. 59
DERBY	30.5	7.36	17	
DEWSBURY	15.2	4.39	4	
DONCASTER	45.7	2.92	4	
DUDLEY	28.8	3.88	4	1.0% on 16.11.59
EASTBOURNE	8.0	4.09	5	
EXETER	42.2	2.34	3	
GATESHEAD	0.6	4.46	7	
GREAT YARMOUTH	40.8	1.87	2	
GRIMSBY	53.3	2.72	5	2.2% on 17.1.58
HALIFAX	18.1	5.11	9	

* Did not exist as separate force in 1939.

CITIES & BOROUGHES	Percentage increase in authorised establishment between Sept., 1939, and Dec., 1959.	Percentage deficiency in strength Dec., 1959.	Deficiency in numbers December, 1959.	Significant increase in authorised establishment during 1958 & 1959
HASTINGS	14.0	2.31	3	
HUDDERSFIELD	51.3	10.43	24	
HULL	29.1	4.38	26	
IPSWICH	47.0	9.30	16	
LEEDS	20.2	3.79	32	
LEICESTER	38.8	7.00	31	9.3% on 21.10.59
LINCOLN	31.6	7.75	10	3% on 14.3.59
LIVERPOOL	5.9	21.06	406	
MANCHESTER	-3.4	3.90	57	
MERTHYR TYDFIL	31.0	4.39	5	
MIDDLESBROUGH	43.4	2.85	8	5.4% on 22.5.59
NEWCASTLE-UPON-TYNE	21.4	2.90	15	3.8% on 5.12.59
NEWPORT (MON.)	32.0	7.43	15	
NORTHAMPTON	23.7	5.56	9	
NORWICH	38.5	2.31	5	
NOTTINGHAM	51.5	1.62	10	
OLDHAM	19.4	10.23	22	
OXFORD	32.1	7.34	13	10% on 5.9.59
PLYMOUTH	18.4	1.13	4	
PORTSMOUTH	23.2	3.09	12	
PRESTON	43.4	4.13	9	4.8% on 17.12.59
READING	57.3	3.39	7	
ROCHDALE	23.5	8.33	14	
ROTHERHAM	62.9	11.03	16	
ST. HELENS	36.8	12.02	25	
SALFORD	-4.3	9.09	30	
SHEFFIELD	6.9	9.16	70	
SOUTHAMPTON	38.2	1.88	7	
SOUTHEND-ON-SEA	20.6	2.35	7	0.7% on 14.2.59
SOUTHPORT	47.0	9.47	16	
SOUTH SHIELDS	10.5	8.23	13	
STOCKPORT	54.5	1.79	4	
STOKE-ON-TRENT	44.9	0.27	1	
SUNDERLAND	11.0	1.65	4	
SWANSEA	31.7	9.54	25	
TYNEMOUTH	42.5	7.25	9	
WAKEFIELD	28.0	NIL	NIL	
WALLASEY	39.4	5.65	10	
WALSALL	52.5	8.74	16	5.8% on 10.12.59
WARRINGTON	28.3	8.97	13	5.9% on 27.5.59
WIGAN	36.4	9.94	16	7.4% on 8.3.59
WOLVERHAMPTON	26.5	6.98	15	
WORCESTER	43.6	4.46	5	
YORK	34.6	NIL	NIL	
CITY OF LONDON	-16.8	29.16	282	
METROPOLITAN POLICE	0.8	14.21	2,772	

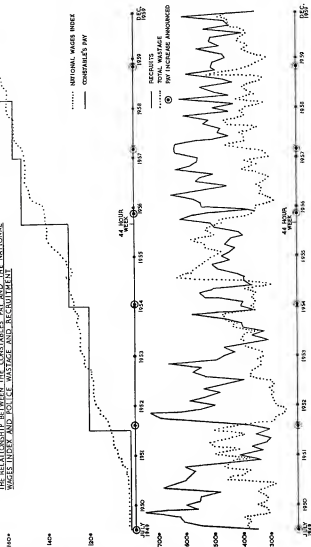
APPENDIX IV

Numbers of Police in England and Wales 1938 and 1945-1959

Year (Except for 1938 the figures are as at 31st December)	Total Police Establishment (Men & Women)	Total Police Strength (Men & Women)	Gain or Loss of Police Strength during the pre- ceding 12 months.	Population per Serving Police Officer.	Civilian Employees	Cadets
29th September, 1938	61,836	60,028	+ 501	666	500	
1945	62,046	64,243	- 1,452	643	1,256	475
1946	66,050	54,897	- 9,346	770	3,563	638
1947	68,872	57,736	+ 2,839	740	3,727	675
1948	71,053	59,722	+ 1,986	716	4,016	735
1949	71,866	61,212	+ 1,490	712	4,469	888
1950	72,606	63,398	+ 2,186	690	5,269	1,010
1951	73,368	63,954	+ 556	685	5,360	1,404
1952	73,822	66,478	+ 2,524	661	5,656	1,474
1953	74,178	66,647	+ 169	661	5,936	1,710
1954	74,991	66,748	+ 101	663	6,156	1,776
1955	75,802	66,493	- 255	668	6,624	2,348
1956	76,443	69,188	+ 2,695	645	7,047	2,717
1957	77,505	70,973	+ 1,785	633	7,278	2,874
1958	77,984	72,444	+ 1,471	623	7,529	3,019
1959	78,710	73,353	+ 909	619	8,054	3,072

APPENDIX V

THE RELATIONSHIP BETWEEN THE CONSTABLES' PAY AND THE NATIONAL WAGES INDEX AND POLICE WASTAGE AND RECRUITMENT



APPENDIX VI

THE MOVEMENTS IN WASTAGE SINCE THE
REPORT OF THE OAKSEY COMMITTEE

500*

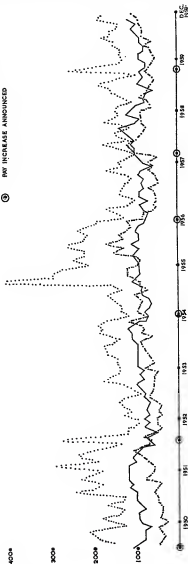
400*

300*

200*

100*

..... RETIRING WITH PENSION OR GRATUITY
 - - - - - RESIGNING WITHOUT PENSION OR GRATUITY
 ——— PROBATIONERS' WASTAGE
 ③ PAY INCREASE ANNOUNCED



Provincial	Constable	Acting Sergeant	Sergeant	Station Sergeant	Inspector	Chief Inspector	Superintendent Grade II	Superintendent Grade I	Chief Superintendent	Pay Group A.E., under 40 41-74 75-125 126-200 201-300 301-400 401-600 601-800 801-1,200 1,201-1,600 1,601-2,500 over 2,500	Assistant Chief Constable	Chief Constable
On appointment	£ 510	£ 710	£ 745	£ —	£ 865	£ 980	£ 1,170	£ 1,305	£ 1,420			£ 1,230-1,395
After 1 year	510	710	770	—	895	1,015	1,210	1,345	1,460			1,385-1,550
" 2 years	570	770	795	—	930	1,050	1,250	1,385	1,500			1,595-1,790
" 3 years	585											1,780-1,975
" 4 years	600											2,020-2,215
" 5 years	615											2,140-2,335
" 6 years	635											2,295-2,520
" 7 years	655											2,485-2,755
" 8 years	675											2,720-2,990
" 9 years	695											3,225
												3,525
												3,750
Metropolitan	as above*	—	as above*	825	895	985	as above	1,400	1,685*	Deputy Commander £ 1,905	Assistant Commissioner £ 3,225	Deputy Commissioner £ 3,635
On appointment	as above*	—	as above*	825	895	985	as above	1,400	1,685*	1,905	3,225	3,635
After 1 year	as above*	—	as above*	825	925	1,020	as above	1,440	1,745	1,970	3,225	3,635
" 2 years	as above*	—	as above*	855	960	1,060	as above	1,480	1,805	2,035	3,225	3,635
" 3 years	as above*	—	as above*	855	960	1,060	as above	1,480	1,805	2,100	3,225	3,635
City of London	as above*	—	as above*	—	as for Metropolitan	1,145	1,300	1,420	ns for Metropolitan	—	2,415	3,635
On appointment	as above*	—	as above*	—	as for Metropolitan	1,145	1,300	1,420	ns for Metropolitan	—	2,415	3,635
After 1 year	as above*	—	as above*	—	as for Metropolitan	1,185	1,340	1,460	ns for Metropolitan	—	2,490	3,635
" 2 years	as above*	—	as above*	—	as for Metropolitan	1,225	1,380	1,500	ns for Metropolitan	—	2,565	3,635
" 3 years	as above*	—	as above*	—	as for Metropolitan	1,225	1,380	1,500	ns for Metropolitan	—	2,640	3,635

* Plus London allowance of £20 a year

APPENDIX VIII

The Value of the London Constable's Pay and Emoluments

The table prepared by the Home Office for the Oaksey Committee (*paragraph 11 of this memorandum*) was based on "typical rent allowances paid in provincial police forces." The table prepared for the Royal Commission (*paragraph 21 of this memorandum*) is accordingly, for purposes of comparison, based on the average of the rent allowances paid in provincial forces on 31st December, 1959. The following table has been prepared to show the current value of the London constable's pay and emoluments:—

Gross pay	At Minimum £510	At Maximum £695
Pay less pension contribution (6½% of pay less 1s. 2d. a week)	£481 3 4	£655 12 1
London allowance	£20 0 0	£20 0 0
Value of tax-free rent allowance	£109 0 10	£168 7 7
Boot allowance	£7 16 6	£7 16 6
Value of uniform	£32 12 1	£32 12 1
Value of pension (26½% of pay)	£135 3 0	£184 3 9
Total pay and emoluments	£785 15 9	£1068 12 0
Weekly equivalent	£15 1 3	£20 9 8

Notes:

- (i) National insurance contributions are not shown in the table.
- (ii) The constable at the minimum is, for calculating the value of the tax free rent allowance, assumed to be single; and at the maximum he is assumed to be married with two children. Single man's rent allowance is taken as the average flat rate rent allowance paid in the Metropolitan and City of London police forces on 31st December, 1959 (31s. 3d.); and married man's rent allowance as the average maximum limit rent allowance paid in those forces on that date (52s. 5d.).
- (iii) Boot allowance (3s. a week) and value of uniform are tax free, but they have not been grossed up to show their value as taxable income.

APPENDIX IX

Police Pensions

1. The police pensions scheme for England and Wales is contained in regulations made under the Police Pensions Act, 1948, by the Home Secretary. The Secretary of State for Scotland has made similar regulations in regard to the Scottish police. The consent of the Treasury is necessary and the Police Council have to be consulted. The regulations are subject to affirmative resolution procedure in Parliament. Police superannuation has been on a national basis, and under general legislation, since the Police Act, 1890. The police come within the National Insurance scheme in the usual way, but their police contributions and benefits are abated in respect of their National Insurance liabilities and benefits.

2. The Police Pensions Act, 1948, provides, broadly speaking, that officers in post shall not have their potential superannuation benefits worsened by changes made in the scheme, and it is often necessary, when introducing changes, to provide that existing officers shall have an option not to be affected by the change. The Act

does not enable regulations to be made replacing the provisions under which existing pensions are already in payment, and when new sets of regulations are made the previous sets have to be kept alive. The description of the police pensions scheme given below has been limited to the position of a new entrant under the current set of regulations (the Police Pensions Regulations 1955-1959), and it has been confined to a bare outline.

3. The new entrant is required to pay contributions at the rate of 6½% of pensionable pay, the balance of the pension liability being met by the police authority. The scheme is not funded, and superannuation benefits are paid as a part of current expenditure and rank for Exchequer grant in the usual way.

4. The following are the main types of awards :—

- (a) Ordinary pensions are payable after 25 years' service at the rate of 30/60ths of average pensionable pay at the time of retirement. The average is calculated over the last three years of service. The rate of pension rises to 40/60ths after 30 years' service and then remains at that rate.
- (b) Short service and ill-health awards are payable when an officer has to retire on age or ill health grounds. A pension is payable after 10 years' service and a gratuity for a lesser period. There is a minimum qualifying period of three years.
- (c) Injury awards are payable, irrespective of the length of service, when an officer is disabled as a result of an injury received without his own default in the execution of his duty. The regulations prescribe a standard amount below which the officer's total award from police and National Insurance sources must not fall. The standard amount is based on his pensionable pay, his length of service and his degree of disablement.
- (d) The widow of an officer paying contributions at the 6½% rate receives a pension at a rate of about one third of her husband's pension, subject to it not being less than a minimum figure. (At the present time the majority of widows are probably receiving "flat rate" awards under earlier provisions of the scheme). Special pensions are payable at an increased rate if the husband dies as a result of an injury received in the execution of his duty, and may be at a still higher rate if he dies as the result of an attack intrinsically likely to cause death.
- (e) Children's allowances are payable in some circumstances, and include special allowances where the officer dies as a result of an injury received in the execution of his duty.

5. An officer may commute or allocate certain proportions of his pension.

6. Section 4 of the Police Pensions Act, 1948, gives police authorities powers to forfeit pensions in a number of circumstances. Forfeiture may be complete or partial, and temporary or permanent.

7. If an officer is aggrieved with the refusal of a police authority to grant a pension, or with the size of the pension they have awarded, or their decision to forfeit a part of his award, he may appeal to the appropriate court of Quarter Sessions, with a further right of appeal on a point of law to the High Court. There is no right of appeal against a police authority's exercise of a discretionary power under the regulations.

Examination of Witnesses

SIR CHARLES C. CUNNINGHAM (*Permanent Under Secretary of State*)

MR. W. H. CORNISH (*Assistant Under Secretary of State*)

MR. T. FITZGERALD (*Assistant Secretary*)

SIR WILLIAM JOHNSON (*Inspector of Constabulary*)
on behalf of the Home Office

Called and Examined

1. *Chairman*: Sir Charles, we are very grateful to the Home Office for its memorandum, and to you as Permanent Under-Secretary of State for coming to help us. I understand you have with you Mr. W. H. Cornish, who is the Assistant Under-Secretary in charge of the Police Department; Mr. FitzGerald, the Assistant Secretary in charge of the Police Division which deals with pay, and Sir William Johnson, one of H.M. Inspectors of Constabulary—I would be right, would I, in saying that there are four inspectors?—*Sir Charles Cunningham*: There are five inspectors in the Home Office, covering England and Wales, and one attached to the Scottish Home Department, covering Scotland.

2. There is technically no Chief Inspector, but Sir William is in a sense?—*The Inspectors* are all of the same rank; Sir William happens at the moment to be the senior of them.

3. I shall endeavour to ask questions generally over the field which the Commission have decided to deal with first, that is, the question of remuneration, on which in the press statement we issued about a month ago we decided we would concentrate, and we hope to make an interim report before the end of the year. After I have asked, I am afraid, a fair number of questions, other members of the Commission will of course have an opportunity to put their questions to you. I thought it might help if I give a general indication of the order in which I am going to deal with the subject. I would like first of all to make some enquiries about the numbers of the police—establishment, strength, deficiency, and so forth—and secondly with regard to their remuneration, whether you call it pay or emoluments—remuneration is a wide phrase. My third topic will be related to one of the matters to which we are specially to have regard: the nature and extent of police duties and responsibilities. Fourthly, I

will go to the question of the need to attract and retain an adequate number of recruits with the proper qualifications, and then come to the final question, principles of remuneration. And of course, on all these subjects there is much material in the Home Office memorandum. Sir Charles, on many questions you yourself will no doubt reply, but I imagine you would like to be able to pass a particular question to one of your colleagues if you feel that is more appropriate?—I should be very grateful, Sir, if I might do that. I think it would be helpful to the Commission.

4. Thank you. Would you now turn to Appendix IV in the Home Office memorandum? This very convenient sheet gives for the last fifteen years a number of statistics, and indeed it also gives a figure for a year before the war, 1938. There will be comments to make, but may I just take the simple facts first: if one takes 31st December, 1959, the total police establishment, men and women, England and Wales, was 78,710?—That is so.

5. And the total police strength was 73,353?—Yes.

6. That is a shortage of 5,357 men or women?—Yes.

7. And if one takes that total figure, that is a shortage in relation to establishment, on my calculation—and it can be checked—of 6.8 per cent. I suppose a comment on that is first of all that looking just at numbers clearly does not tell one anything about quality. It might be—I am not saying for a moment that it is—that there has of necessity been recruitment of not such a good standard as twenty years ago. I do not ask for an answer on that, I am just commenting that that does not tell anyone about the quality of the force, it just shows the relationship of strength to establishment. But this I imagine is true, is it not, that there is always a little time lag

in filling vacancies? In an ideal world, with a perfect establishment perfectly manned up, the strength would always be just a very little below the establishment because vacancies are never immediately filled?—That is so, Sir, and if confirmation of that were wanted I think it is found in the figures for September, 1938. Although there was no special difficulty about recruitment, there was then a shortage of the order of 1,800; and the reason, I think, as you have just said, is that the police force cannot go above its authorised establishment and therefore it tends to be a little below it, because vacancies accumulate. Every vacancy is not filled as soon as it occurs and there is always a marginal short-fall.

8. A shortage of 1,800 out of 61,836 would be approximately 3 per cent.—Of that order, yes.

9. But would it be fair to say that even in a perfectly adjusted service one could expect a shortage of somewhere between 1 and 2 per cent. anyhow?—A shortage of that order, yes, for the reasons we have noted.

10. But I suppose another important qualification on any inference one draws from the apparent shortage of 5,357 is that one must not assume that the figure for establishment is really a figure of the ideal number of police to be recruited?—That is indeed so. The figure of 78,710 to begin with does not allow fully for the implementation of the shorter working week, the 88-hour fortnight; nor has it been adjusted, particularly in some of the larger areas where the deficiency is greatest, to take account of modern police requirements.

11. I shall be asking some more questions about that later, but I just wanted to get it quite clear in my own mind, that it would be quite wrong to say that, to put the police about right on the subject of numbers, all you have to look at is the figure of 5,357?—That is indeed so.

12. We must I think to some extent take that figure, 5,357, however, as something to work with, though not considering it as too conclusive a figure in any degree. But what appears immediately of course from the other tables you have given us is that there are three areas where the shortage of establishment is

most marked, namely the Metropolitan, Birmingham and Liverpool.—That is so.

13. Indeed I believe, taking the Metropolitan force and the City police force together, that the shortage amounts to 3,054 out of the 5,357?—Yes.

14. And if one takes those two forces together—though I know how proud they are to be separate, but thinking of the Metropolitan Police District including the City—there is there a shortage of 14 per cent in the establishment; in Liverpool there is an apparent paper shortage of 406, or 21 per cent.; in Birmingham there is a shortage of 244, or 12 per cent. Now if one takes those three shortages, which together amount to 3,704, from the 5,357, one finds that in the rest of England and Wales—taking away those three areas—the shortage of establishment is only 1,653, which is 22 per cent, which is very little different from the shortage that you would expect in a force which was thriving from the point of view of recruitment, is that not so?—Yes, entirely so.

15. Might I now just look at one or two other facts from Appendix IV? I rather wanted to look at the situation ten years ago compared with what it is now, in other words to compare 31st December, 1949, with 31st December, 1959. I see, if my arithmetic is correct, that on the 31st December, 1949 the shortage comparable with 5,357 at the end of 1959 was almost exactly double, it was 10,654?—That is so, Sir.

16. The shortage on establishment was very much worse at the end of 1949 than at the end of 1959?—That is so.

17. I have no idea what the answer to this may be, because it all turns on this question of the reliability of establishments: was the true shortage as compared with the paper shortage much worse in 1949 than in 1959?—I think it is very difficult to answer that question, Sir. The establishment, as has already been noted this morning, is not at any time I think an accurate measure of the man power requirements of the police service. The establishment has been partly adjusted over the last ten years to take account of changes in conditions of service, shorter hours, greater leave and so on, partly to take account of increased duties put upon the police, changes in local circumstances and so

on. But one would not pretend that at any point of time in these years the apparent shortage of manpower was the true shortage of manpower.

18. I do not know, Sir Charles, whether you will be able to take the answer any further, but, just looking at those figures, one's first reaction would be that at any rate the situation was no more serious at the end of 1959 than at the end of 1949?—I would accept that, Sir, and of course it is, I think, worth noting that in these ten years the actual strength has increased by something of the order of 12,000.

19. That was the next point I was going to indicate to you, but of course it is already in your mind as well as in the mind of the public generally, that whereas the establishment had only gone up by 6,844, the strength had gone up by 12,141, in other words the strength was catching up on establishment?—That is true. Recruitment, taking that period as a whole, has always been greater than wastage, and therefore the strength has been building up. The degree of the excess has fluctuated, as the graphs which we have circulated show, but taking the period as a whole there has been a steady improvement in the position.

20. Do not take me at this early stage as suggesting that you should be pleased with the situation, but there are certain features on these figures which I wanted to get clear.—I hope I have said nothing to indicate that the Home Office is pleased with the situation, because I think the degree of pleasure depends on the relationship of the strength to the requirements—the requirements are the measure.

21. Exactly. I would think that the figure for the number of population per serving police officer is an interesting figure in some ways, and whereas at the end of 1949 there was only one police officer for 712 of the population, at the end of 1959 there was one police officer for 619 of the population; that is an improvement in spread, taking the country as a whole?—It is an improvement, taking the country as a whole. One must of course remember that there have been considerable changes in the distribution of the population during that period, and that the more urban areas are developed, with new housing schemes and so on, the more duties are put on the

police—in connection with traffic and all sorts of things—the higher one would expect the ratio of police to population to be.

22. And of course during those ten years there have also been intended improvements in the hours of work of police, though the intention has not been fully implemented?—Indeed, yes.

23. But there is another element which should be considered, when one sees that in those ten years the civilian employees doing work connected with the police have risen from 4,469 to 8,054; that increase in the civilian employees presumably has released police for more strictly police duties?—Yes, the civilian establishment has been deliberately increased for that reason, in order to release the qualified and trained policemen for police duties proper. There may still be room for some improvement there, but the extent to which the civilian figures can still be increased is, I think, obviously much less than it was ten years ago.

24. Yes, but in so far as there are 3,600 more civilian employees, more of the police are doing what most of us normally think of as constabulary duties and not merely clerical work?—That is so. There is one further possibility there which is a matter for consideration at the moment: whether it is possible by using civilian employees for traffic duties to release more police for other police duties. But that is still a matter for parliamentary debate.

25. It is not I imagine possible for you to give us information on this, but one reads—I think you may be able to tell us, as there has been some public pronouncement—that the Home Office are thinking of some measure with regard to traffic wardens?—The Home Secretary has indicated that it is his intention to propose legislation to Parliament authorising the employment of "traffic wardens"—civilians, whatever name is chosen—to undertake certain duties connected with traffic.

26. Yes. May I go back to this column of total police establishment: it seems to me that if we want to consider the proper remuneration for the police, the proper principles of remuneration, one of the things we want to know is the extent to which the present emoluments are failing to attract sufficient policemen.

The extent to which it is failing to attract sufficient police depends upon some assessment of the number whom we want to be attracted, and therefore what the establishment should be. Could you tell me how the establishments are fixed?—There is an authorised establishment for each police force in the country. The initiative in proposing changes in that establishment would normally come from the police authority, who would submit proposals to the Home Office. These would then be considered in consultation with H.M. Inspector for the area, and the proposal would be approved or disapproved.

27. I would guess that there would be a number of considerations which might affect the proposals of the police authority; there will first of all of course be a desire to have the area properly policed, that should be the dominant consideration, but may they, would you think, sometimes be affected by a desire to keep down the rates?—In some cases I think that is a factor which a police authority would take into consideration. In general, I think our experience is that police authorities do want to see their area adequately policed, and that the proposals which they submit for that purpose are in their judgment realistic.

28. There is another intangible consideration which might weigh with them, I think. Let us take the city of Birmingham, for example, or the city of Liverpool—or indeed the Metropolitan police, although their establishment no doubt is fixed otherwise, so let us take Birmingham and Liverpool—supposing you find yourselves several hundreds below establishment, it is rather natural I would think to try to work up to your establishment before you proposed a higher establishment, even if you thought your establishment should be higher?—Certainly. That accounts, I think, for the level of many of the establishments.

29. I feel that the Commission would be very greatly interested to know from the appropriate authority what this figure of 78,710 should really be. Do you see any way in which the Commission can find out what that figure of 78,710 should really be?—I do not think, without a detailed examination of the circumstances

of each area, it would be possible to give any precise sort of figure. What I think we could say is that an increase of the order of 3,000 would be needed straight away in order to implement the 88-hour fortnight. Thereafter, in the case of the limited number of forces where an increase in the authorised establishment has not been made because the strength is so far below the existing establishment, some addition, the exact extent of which we have not quantified, would be required.

30. The first point is interesting, if I have understood it. The police authorities have not got an establishment calculated to allow of the intended working week of a policeman?—In those cases in which it has been possible to recruit a sufficient number of policemen, they have; in the areas in which there is a shortage, a serious shortage, the establishment has not been adjusted to take account of the shorter working hours, and the existing men are still working longer hours and receiving overtime for doing it.

31. But, Sir Charles—and I hope you will not think I am putting this question at all discourteously—do you not think that this figure for establishments, when one has examined it like this, is a terribly unsatisfactory figure?—As a measure of police requirements, yes.

32. But that is usually what one thinks an establishment would be, a measure of requirements, is it not?—It is.

33. What is its use?—It is a little difficult to answer this question in a sentence. I think, to try and answer it realistically, the figure of authorised establishment in the case of a very large number of forces is a realistic one; it has been adjusted to take account of new hours and so on. In those areas in which it has not been adjusted, the reason, quite frankly, is that it has been regarded as undesirable to make the adjustment until actual recruiting has got nearer the existing figure.

34. Do you think there is any way in which the Commission can get an approximate true figure?—If it would assist the Commission, we would be very ready to do our best in the Home Office, with the help of the Inspectors of Constabulary, to suggest a rough figure of what should be the authorised establishments.

35. I think we should be very grateful indeed if you would help us in that way.—We should be very glad to do that. I would merely emphasise that to get a precise figure one would have to bring in the police authority, because its judgment of its own needs is a relevant factor which one would have to take into account. But I think we could provide the Commission with a rough measure of the increase which would seem to be required.

36. I think I would like now to move from that, so far as I myself am concerned, to emoluments. We really get a new start in the police force on the question of emoluments with the Desborough Committee, do we not? That is a major turning point in the whole history of the remuneration of the police in England and Wales?—That is undoubtedly so, yes.

37. It is quite unnecessary to go back further than 1919, because the whole circumstances changed then?—The circumstances before 1919 were so unrelated to present circumstances that I do not think it would be profitable to consider them.

38. Exactly. I have heard it said that the nation and the force as a whole placed great value on the report of the Desborough Committee, and still value it as an assessment in broad terms of the status of the police.—I am sure that is true, Sir.

39. There have been many changes—when I say many, I do not know whether it is four or six or eight, but there have been a substantial number of changes—in the system of remuneration since 1919?—There have indeed.

40. Is it broadly speaking true that in negotiating those changes it would appear that those who have been responsible for making recommendations and for implementing them have been following the principles of the Desborough Committee, or would you say there have been any substantial departures?—In broad principle I think the Desborough Committee's policy has been maintained; for example, the policy which they introduced of uniform rates of pay throughout the country has been maintained; the policy of providing every policeman with a house, or with an allowance to cover his outlays on a house, has been maintained; the concept of the

police as a service, which was established by the Desborough Committee, has been maintained. But within these broad principles, of course, there have been great differences in detail, not only in the general level of pay but in things such as the run of increments, and so on.

41. You set out in your memorandum a number of important paragraphs in the Desborough Committee's report; I was looking at paragraph 33, where they say that the policeman has certain advantages which are not shared by the ordinary workman—the phrase they used at that time—and that he need make no provision for times of unemployment. The value in the man's mind of that advantage of course clearly varies from period to period in relation to the risk of unemployment if you are not in such a service?—That is so.

42. And now this is a time when one would think that that element—and one would hope this would continue—would not weigh so strongly in the mind of the constable as it would have done between the wars?—I think that is a very fair assumption.

43. "He has holidays on full pay"—that I suppose has become a very much less impressive consideration than it was in 1919?—That is true.

44. "He has the benefit of a pension scheme to which he contributes only a fraction of the total cost (in the English Police less than one-tenth at pre-war rates) and which is distinctly more favourable than that enjoyed by any other public servant"; the remuneration of a constable is weighted in the direction of pension as opposed to weekly pay more I think than anybody, is it not?—I think that is true. The police pension scheme is undoubtedly a very favourable one.

45. Favourable at such an early age—I believe after 25 years it is two-thirds or a half?—After 25 years the pension is 50 per cent., and after 30 years it is two-thirds.

46. And 25 years may elapse by the age of 44 or 45?—Yes.

47. But would I be right in thinking that up to now, at any rate, the men would be very reluctant to see the balance shift away from pension to weekly pay, that they would wish to maintain the

traditional generous and early pension arrangements which they have enjoyed since 1919?—I think that is a matter on which the service bodies would be better able to express a view than the Home Office. My guess would be that the answer would be yes, that they would be reluctant to see a change.

48. But so far as the cost to the nation, to the taxpayer, is concerned, of course that system of pensioning has to be taken into account in the cost of the service as a seriously important element, and as the expectation of life increases it becomes a more serious element?—Certainly. The police pensions of course are not funded, they are paid out of revenue from year to year, and the proportion of the total police expenditure which is attributable to pensions is steadily increasing and is now quite a substantial part of the whole.

49. The Desborough Committee set out the receipts, in a table which you have copied for us in your memorandum, with a footnote about the estimated value of the pension rights, and I suppose in their footnote they attributed the whole value of those pension rights to an element which would have the nature of deferred pay, so to speak, but I should not think many of us would regard the employer's contribution nowadays as part of our weekly emoluments, it is something quite separate. I have been working in Cambridge, where both dons and employees of colleges have pension rights, with a contribution from the employer and a contribution from the employee, but I should find it very difficult to say to one of the employees or one of the dons: "You do not get £1,000 a year, you get another £100 a year because you have got to take into account the employer's contribution." Do you think that mode of calculation, in these days, would impress the ordinary man? Would he not say: "Of course my employer contributes to my pension, but that is not a part of my weekly pay and it should not be counted as 12s. weekly?"—Only I think to the extent that one pension scheme being more favourable than another might seem to be more attractive to the man who benefits from it. This particular item was not, I think, included in the calculated total receipts.

50. No, that is true. In the later total, Sir Ian Jacob tells me, it is—that is in

paragraph 11—but we will cover that later, we will just stay at paragraph 4 for the moment, and the footnote continues: "He also receives a boot allowance of 1s. weekly"; I am afraid in my ignorance I had always thought a policeman's boots were bought by the police authority, but in fact it is a cash payment now, is it,—Yes, he receives a boot allowance.

51. And he buys his own boots, and the allowance has gone up to 3s.—Yes.

52. So far as I am concerned, I would like now to move on to Lord Oaksey's Committee, thirty years after Desborough, and they made a very full and complete review of all they were asked to consider. Would there be any general concurrence with the statement that Oaksey brought Desborough up to date and did not either elevate or depress the policemen, or is there a view that the Oaksey Committee depressed the policemen or elevated the policemen?—I think it is a pretty difficult question to answer. The Oaksey Committee did of course review the whole position and attempt a complete reassessment of the status and remuneration of the policemen. They refer in the course of doing that to some of the criteria which the Desborough Committee had adopted. They endorsed the general appreciation of the value of the services of the policeman to the community, but when it came to fixing remuneration it is not altogether clear what tests they did apply.

53. I will tell you why I was asking that, Sir Charles. I think I am right in saying that you have given us graphs and so on which would seem to indicate that what has happened since 1949 has really been in line with Oaksey and with the increase in cost of living as well, but I do not see any comparison between Oaksey and Desborough, if I may call these two distinguished figures by these abbreviated names. I think you will be familiar with what I mean?—Yes, indeed.

54. The later graphs do seem to show that broadly speaking remuneration since Oaksey has kept pace with other changes and if the remuneration is poor now—and Desborough was regarded as so good—the inference would seem to be that Oaksey fell behind Desborough?—I fully understand the question which has

been directed to me; I find it very difficult to answer. In showing, graphically and in other ways, the changes which have taken place since the Oaksey assessment, we had in mind no more than that there was a fresh start given to this subject with the Oaksey report, and we thought it might be convenient to show how changes have taken place since then.

55. It is indeed, I think.—It did not attempt to compare the Oaksey settlement with the Desborough settlement, because there were such tremendous differences in the circumstances of the two dates, and I think it would be a very difficult task indeed to say whether the effect of Oaksey had been generally to improve the status and conditions of the police or not.

56. Is it fair to ask—if you feel it is not a fair question, please say so—can the Commission put to you what was the reaction of the men to the Oaksey Committee report?—I think, if I may again suggest it, Sir, that is a question which the police bodies would be better able than the Home Office to answer. My impression is that it was not received with wild enthusiasm.

57. By police bodies you mean the authorities?—I was thinking mainly of the Federation and of the bodies representing the police service.

58. Might I now just touch on one individual point on which I would like a little more information: I imagine that the general public is somewhat vague in its mind as to the respective responsibility, in matters of remuneration, of the Home Secretary, of the police authorities and of the Police Council. When there is a claim and it comes before the Police Council, if it is agreed then is it automatically implemented?—If a claim comes before the Police Council and is agreed, regulations giving effect to the agreement are normally prepared, submitted to the statutory Police Council—that is the Police Council which has existed since 1919—and then promulgated.

59. The statutory Police Council is really the final promulgating body, is it?—No, the Secretary of State is under a statutory duty to consult it before he makes regulations, and he does so on matters of pay, largely as a matter of form. There is a general understanding

that an agreement reached on the non-statutory Council will be implemented, and equally that an award made by the arbitrators will be implemented.

60. Thank you. I do not think we are quite clear as to the two Councils to which you referred, the statutory and the non-statutory Councils.—I am so sorry. Before the Oaksey Committee reported there was under the Police Act a Police Council for England and Wales and another for Scotland, on which the central departments, the police authorities and the various bodies representing the police service had members. At that time proposals for adjusting pay were discussed on that statutory Council, and the final decision was taken by the Secretary of State and embodied in police regulations. After the Oaksey Committee reported, agreement was reached with all concerned to set up a non-statutory Council for the purpose of considering pay and conditions of service. The Council is constituted on the normal lines of a negotiating body, except that it has an independent chairman; the bodies representing the police service are on one side, the central departments and the police authorities are represented on the other. The Council works through panels for different ranks. If they reach agreement on an adjustment of pay, then that is reported to the Secretary of State, who formally consults the statutory Police Council before he implements it. That is a compliance with the statutory condition. If agreement is not reached, either side may take the matter to the arbitrators—a panel of three arbitrators appointed by the Prime Minister—and again the decision of the arbitrators is embodied in draft police regulations, submitted to the statutory Police Council and thereafter promulgated.

61. Good; nothing could be clearer than what you have described, Sir Charles. It shows that if anybody asks the simple question, "Who settles what a police constable is paid?", no very short answer can be given. And this system operates, does it, both with regard to the Metropolitan police for which the Home Secretary has direct responsibility, and for all the other police for which authorities of very varying size and different type indeed have responsibility?—That is indeed so. The other point which I should have

mentioned is that the non-statutory Council covers the whole of Great Britain, whereas there are separate English and Scottish statutory Councils. Negotiations about pay are conducted on a body representing Scotland as well as England and Wales.

62. And I suppose this is true too, is it not, that although the Home Secretary has the final authority, after all these procedures have been gone through, in the discussion and negotiation the central department has in no sense a dominating voice?—On the contrary; the representatives of the central departments, the Home Office and the Scottish Home Department, are a small minority of the official side. The other members are nominated by the associations of local authorities in the two countries.

63. On the official side, the central departments, the Home Office and the Scottish Home Department, have how many members, can you say?—There are fifteen members of the official side, and the central departments, I think, have four.

64. Four out of fifteen?—Four out of fifteen. There are four representatives each of the County Councils Association and the Association of Municipal Corporations; one representative each from the Scottish County Councils Association, the Convention of Royal Burghs and the Association of Counties of Cities in Scotland; three representatives of the Home Office and one of the Scottish Home Department.

65. Thank you very much. Just going on to quotations which you give from the Oaksey Committee's report, in your paragraph 11, paragraph 20 of the Oaksey Committee report states:

"We did not find it easy to discover the cumulative value of all the various factors amongst police emoluments. The representatives of the men were inclined to base their comparisons and claims upon their pay alone and, in our view, to underestimate the value of the various subsidiary emoluments. Representatives of the police authorities, the Home Office and the Scottish Home Department on the other hand impressed upon us the relatively high value of the 'concealed' emoluments. These witnesses differed in detail as

to the precise value to be placed upon the various subsidiary emoluments."

The Committee then quoted the Home Office estimate, and it was to that table that Sir Ian Jacob was referring a few moments ago when he said the value of the pension was included in the table at 25 per cent. of pay; that was a change, was it not?—Yes, Sir. It was included, as I understand it, primarily in order to demonstrate the extremely favourable pension terms which the police enjoyed.

66. Yes, and indeed the Committee, in a paragraph which you do not actually quote in this memorandum, went on to say—I am putting it in crude terms—"We rather wish the pension was not so big."—That is so, yes.

67. I think perhaps the last question I ought to ask before the adjournment is on your paragraph 11, paragraph 22 of the report. They there set out a summary of the case made on behalf of the police service, and in particular:

"(c) that certain solid advantages over other occupations which the police had in the period between the two World Wars—security of tenure, holidays with full pay, free medical and dental treatment and a generous pension scheme—have disappeared now that there is full employment and the whole community is under the wing of national insurance."

The Oaksey Committee went on to say, with regard to that:

"... in the more important of the features mentioned in sub-paragraph (c) the police still enjoy a substantial advantage that seems to be insufficiently recognised by the men themselves, by potential recruits and by the public in general."

I was just wondering—you and I both have to speculate as to what they were referring to when they said that, "the more important of the features mentioned in sub-paragraph (c)"—do you think they were referring to security of tenure?—I should have thought, just guessing, that pensions would be what they had particularly in mind, because of the extent to which the police pension scheme is more generous than the national insurance scheme.

68. I do not think they can have been referring to holidays with pay, or free medical and dental treatment, because those were not matters on which the police had a particular advantage still?—Perhaps in 1948 the advantage was still greater than it is now. I think there has been an extension of the general system of holidays with pay since then—but I am merely speculating.

69. Yes. Anyhow, it is quite likely that we shall hear from the representatives of the service that these solid advantages have still further disappeared.—Yes. I would have thought, looking at sub-paragraph (c) today, that the solid advantage which did survive was the generous pension scheme.

Chairman : Thank you.

(At this stage the proceedings were adjourned for lunch)

ON RESUMPTION

70. *Chairman* : Sir Charles, I think I am still on questions about figures of pay and developments in pay. There were, perhaps, two important conclusions in paragraph 11 of your memorandum ; the Oaksey Committee did decide that there had been some decrease, but not a great decrease, in the advantage over the listed employments of Desborough, and at the end of the next paragraph I see that they found that the increases in pay granted to the police since 1939 had fallen short of improvements in other similar occupations. There were some paragraphs in the Oaksey Committee's report, which I thought were very relevant. The London allowance paragraph is an important one, is it not?—*Sir Charles Cunningham* : It introduced that conception, did it not?

71. And the decision that rent allowance could not be consolidated in pay, although I think that nowadays, in the case of the fire service, it is consolidated?—In the case of the fire service it has been consolidated, and an inclusive salary is now paid, the fireman paying a rent for any official accommodation that he occupies.

72. When I refer to the fire service, would I be accurate in referring to the fire service as something all over England and Wales, or is this something

that is merely London?—No, that applies to the whole country.

73. The Oaksey Committee felt that they could not consolidate, because it would be very complicated and expensive on pension, did they not?—I think they had various reasons for reaching the conclusion.

74. I was merely wondering why it was impracticable. I am not suggesting it should have been done, but there is evidently a difference of principle here between the fire service and the police service.—I think the position before the war, in the case of the fire service, was that a man was normally provided with accommodation on his station. After the war the circumstances altered a good deal, because the duty system in the fire service was changed. It was no longer necessary for a man to live permanently on his station, and because of the great increase in fire service strength the proportion of the service who remained in official quarters was very small. After the war the conclusion was reached that the right course was to pay an inclusive salary and charge the man, who happened to be in official accommodation, a rent.

75. Do not think I am putting this discourteously, but can you escape from the suggestion that there is an illogicality in the sense that it is possible to consolidate in the case of the fire service, but unwise in the case of the police?—I think the circumstances of the two services are somewhat different, particularly in county areas where it is essential for the policeman to live on his station, and where a higher proportion of men are officially accommodated for that reason. I think it is probably also true to say that a policeman is much more liable to be moved from one area to another than is the fireman. There are practical differences of that kind.

76. Would you be prepared to give us your own opinion as to whether the non-consolidated basis, which obtains in the police, is the better?—I think that there are arguments both ways, Sir. A great advantage of the consolidated arrangement is that it makes plain to the man, and to everybody concerned, what the value of his emoluments is. On the other hand, there is a great variety in the level of rents in different areas, and therefore the adoption in the police service of the

consolidated system, which is now in force in the fire service, would either result in a wide range of scales or in tidying-up, which would affect different men in very different ways. But there are undoubtedly arguments both ways.

77. Then, of course, there was their reluctant decision that they could not alter the balance between pension and weekly pay.—Yes.

78. I rather gather that your own view on that would be that they were right in taking that view?—I think that all I intended to say was that I thought the police service would be reluctant to see a shift in the balance between pension and pay, in the sense of reducing pension in order to increase pay.

79. Of course, the pension arrangements are such that with an increase of pay the pension bill automatically goes up, because it is related directly to pay?—Yes, I think that is true of all pension bills.

80. Then we come to Sir Malcolm Trustram Eve's proposals. Would you be able to help us at all about the incremental scale? Have you any criticisms of the present incremental scale?—I would not go so far as to express criticism. This is again, I think, a point about which there is room for argument. I assume that, in reducing the incremental scale to a nine-year scale, the arbitrators were trying to concentrate the increments at a point at which they thought they would be most effective in reducing wastage, but in fact it seems very doubtful whether that has been the result, because a very heavy proportion of the wastage is in the first nine years of service. Looking at the wider features, the argument which had hitherto prevailed was that, in view of the fact that a considerable number of policemen must remain in the basic rank of constable, there was something to be said for giving the man who was doing good work in that grade something to look forward to in the later years of his service.

81. This, I suppose, has happened in a great many occupations, but at first glance I was impressed by the number of changes that have had to occur between 1951 and today. You get Sir Malcolm Trustram Eve in 1951; then one has an agreement by the Police Council

in 1954, at the bottom of paragraph 16; then in 1955, in paragraph 17, one has a new scale awarded by the arbitrators; on the 1st April, 1957, there is another award by the arbitrators; and on the 10th September, 1958, there is yet another award by the arbitrators. We know that things have been difficult with rising costs during those years, but the last three of those were all by the arbitrators, and that only arises in the case of disagreement on the Police Council.—That is so. I do not think the actual number of changes in police salaries is out of keeping with the changes that were being made in other occupations. I think wages were moving fairly rapidly in that period and, broadly speaking, the effect of the changes was to maintain the relativities with the basic scales laid down by the Oaksey Committee.

82. Would you agree with what is my impression from the diagrams you have shown us, that, whatever disagreements there have been upon the Police Council, the awards which we have just looked at did, in fact, appear to have kept the Oaksey position in being?—Yes, indeed, and in some cases rather more. The Eve award, of course, had the effect of giving an addition to the Oaksey scales, over and above what was attributable to changes in the level of wages, as a stimulus to recruiting. The extent to which that addition was maintained in later agreements and awards varies from time to time, and broadly speaking I think the position at the moment is that the Oaksey relativity has been just about maintained; in other words, the Oaksey award for the police has been increased by about the same amount as the general level of wages has risen.

83. There is a table in paragraph 21 of the memorandum, which sets out the present assessment of total emoluments. That is so, is it not?—Yes, including of course the pension element, which was the subject of questions in the morning.

84. Yes. One starts with pay less pension contribution. Let us take it at minimum, £510, just so that we may have it on the record. It says 6½ per cent. of pay less 1s. 2d. a week. That is the pension contribution, is it?—Yes.

85. It is a curious figure, 6½ per cent. of pay less 1s. 2d. a week. What is the explanation of that?—*Mr. FitzGerald:* This

has not changed since the Oaksey report, Sir. This is the recognition of the fact that the police position under the National Insurance scheme has to be allowed for, and both the police liability and the police pension are abated. Therefore, the contribution is abated by this 1s. 2d. in the contribution towards the police pension scheme. When the retired policeman comes of an age to draw the National Insurance pension, then his police pension is abated and this is the recognition of that.

86. As we are asked to consider broad principles, perhaps we do not have to consider whether 6½ per cent. of pay less 1s. 2d. is correct. Then there is the value of tax free rent allowance. As it says in the footnote, this is taken to be a single constable at the minimum rate of pay, and is the average flat rate rent allowance paid in the provincial police forces in England and Wales of 20s. 9d. If that is multiplied by 52, it is obviously just about £53, but it is shown as £71 10s. 7d. Boot allowance rather fascinated me, because if it is 3s. a week it will be 156s., of course, but it is 156s. 6d. Is that because there are 52 weeks and a day?—Under the police regulations, Sir, the calculation has to be made on the basis that there are 52½ weeks in a year.

87. How is the curious figure about the value of the uniform made up?—We have put that on the same basis as the Oaksey Committee accepted, which is the value of the plain clothes allowance awarded to the constable who has to wear plain clothes when carrying out his duty. The Oaksey Committee accepted that that was a fair valuation of the value of a free uniform.

88. I suppose this curious figure again results from it being 52½ weeks?—Yes, it does.

89. Can you turn it into a figure per week for me?—It is 12s. 6d. a week plain clothes allowance for the constable.

90. On the value of pension, the last table I looked at said the value was 25 per cent. of pay, but in this table it says 26½ per cent. of pay.—That is an actuarial estimate to take account of the fact that there has been improved provision for police widows in the pension scheme since the Oaksey Committee reported ten years ago.

91. These actuarial calculations, of course, are a mystery, but do you manage to get them agreed by the men and the official side?—*Sir Charles Cunningham*: No, this is an estimate which we have made, ourselves, with the help of the actuaries. It has not been the subject of agreement. Just to add one minor point, the benefit of the rent allowance being tax free is reflected in the £71 10s. 7d., but we have not attempted to make a similar calculation for things like uniform and boot allowance.

92. I suppose one of your troubles, if I may think of the Home Office as an employer, for a moment, is that it is very difficult for a young man of 19, 21 or 23 years of age to think of these emoluments in this way?—Extremely, Sir, and not only for the young men.

93. For any of us?—Yes.

94. And, rightly or wrongly, I think a great many men, and no doubt women, too, if they are thinking of what they are paid, think of what they put into their pockets at the end of the week?—Yes.

95. Does the policeman put pay in his pocket, once a month, once a week or once a year?—In most forces, I think the policeman is still paid once a week.

96. Although it was laid down, rather as a matter of principle, that the pay should be stated in terms of salary per annum?—I speak subject to correction, but I think the practice is weekly pay in most forces.

97. May I turn to the other subjects I listed at the beginning, and turn to the extent of police duties and responsibilities? I think everybody who has looked at this question over the last forty years, whenever it has been looked at, has said that the range of duties and responsibilities is increasing and is likely to increase. That is fair enough, is it not?—Indeed, yes.

98. The range of responsibilities was, of course, considered very carefully by the Oaksey Committee, and they purport to have given weight to that in their recommendations, and that was ten years ago. Would you say that the nature and extent of police duties and responsibilities has increased in the last ten years?—I would rather put it that the last ten years have tended to underline

the assessment which the Oaksey Committee made of the range and nature of police duties. It is, of course, true to say that, as one of the policeman's main duties is to enforce the law, the more legislation you have the more difficult his work becomes and the more law he has to know. I think it is also true to say that, as civilisation becomes more complicated, he comes into contact with more and more people, many of them of a different kind from the people with whom he used to have to deal. To that extent, the ten years have added to the value or the complexity of the policeman's duties and, as I have tried to show, have underlined the judgment which the Oaksey Committee formed.

99. Might I take that in two halves, perhaps? I think we all feel that we have been living in the last ten years in an era of many regulations. That is a fact, is it not?—Yes.

100. Not least in traffic, where there have been many developments?—Yes.

101. Even such matters as zebra crossings have needed determination in the courts, and so forth, and now one has 30-mile limits, 40-mile limits, and a lot of different vehicles with different rules. Are there any other spheres, apart from traffic, where the range of regulations has become more complex?—There has been a great deal of other legislation with which the policeman has had to familiarise himself. On the other hand, a good deal of the emergency legislation and special regulations, which survived the war, have gone.

102. Things like ration books?—Yes.

103. There will be quite an important statute to deal with betting and gambling quite soon.—How far that will simplify or complicate the functions of the police remains to be seen.

104. Then there is the matter which has been referred to as the wider cross-section of society, with which the police have to deal. Here again, in part, we are in the sphere of traffic dealing with motorists and motor cyclists. That is a task which is a difficult part of the policeman's lot, requiring tact, discretion and many other qualities.—I entirely agree. It is an extremely difficult task for the police service to discharge.

105. These are only thoughts that have occurred to me. Taking the population about the country and the social problems, I suppose that in the last ten years there has been a very considerable increase in the number of coloured people in the country, has there not?—A very considerable increase, yes. It has been concentrated in particular areas. It has not been an increase affecting the country as a whole, but in some police districts it has been very considerable.

106. And nobody can escape the thought that that creates very important law and order questions and problems?—It may create them. On the whole, I think that integration has proceeded with remarkable smoothness in many parts of the country.

107. Would you add anything to what has already been said in reports about the relative responsibilities of rural and urban areas? It has been discussed quite a lot in earlier reports, and, broadly speaking, they have said it is impossible to say that one is a heavier or more difficult job than the other. It would be a great mistake to differentiate them on different points.—I think that would still be a fair judgment. Such differentiation as there was may now be less, because there is a tendency in many areas to concentrate rural policemen in small urban centres, to make them work from a small town instead of being spread all over the country, by mechanising patrols and so on. I do not think any significant alteration in the judgment about that is called for.—*Sir William Johnson*: I do agree with that.

108. That is where you put the matter of responsibility, that the circumstances today are such as to underline, as you put it, the statement of that position by the Oaksey Committee.—*Sir Charles Cunningham*: I would think that was a fair way of putting it.

109. Could I turn to recruitment? Is there any way for us to ascertain whether the recruitment is of the same quality young men as it used to be?—I think that that is a question which, perhaps, *Sir William Johnson* could answer better than I could. My own impression would be that the standard of police is, on the whole, very good. The problem, if it exists, is not to attract recruits generally of a good standard, but to recruit a

relatively small number of recruits of a really excellent standard, whom you want to man the higher ranks of the service. There are two views about whether we are doing that, but I think in general the standard of recruit is good—*Sir William Johnson*: I would say that is so, Sir. I do not know whether you are going to visit the district training schools, but if you did go I think you would be quite impressed by the type of young man that we are getting. That is not to say that we have got all of the right quality. We are getting some very good lads, especially coming through the cadet system, but I do not, frankly, think that we are attracting a sufficient number of, not necessarily the public school type, but the grammar school type.

110. We have had Appendix IV before us, and have looked at the last column about cadets. I do not think it is necessary to turn it up, but I think I would like to ask Sir William about this. The number of cadets has been growing very substantially over the last ten or fifteen years?—Yes, Sir.

111. To what extent can one anticipate a cadet becoming a policeman?—I do not think I should exaggerate by saying 80 per cent. of the cadets do in fact join the service.

112. They are not tied in any way?—No.

113. They can run to the end of their cadetship and say "After all, I do not want to be a policeman"?—Yes, or you may say "You have been a cadet for two or three years. I do not think you are really going to measure up to the requirements of the service." But we catch them in the formative years of 16 and 17, and before they have got any other interest we get them into the service.

114. You get them at 16?—Sixteen plus.

115. I think this is a platitude that I am going to express now, but there is a real risk that one might just say "Young men who are coming in now are not what they were when I was young." Is not that a criticism that you occasionally meet?—I think we do, usually. I came in 40 years ago. I would say they are just as good. The general

pattern is just as good today, and probably better than in those days. On the other hand, I do think that police duty has become very much more complex in that period, and for that reason you do require the better type of chap.

116. The qualifications for entry are very vague, quite rightly, are they not? There are no precise measurements of I.Q. or any of those things?—Some have I.Q. tests.

117. Some forces do apply it, do they?—Yes.

118. I wonder whether they are wise or unwise?—There are several stiles that this man has to get over. First of all, he has got the educational examination which is not a very severe test, but it is surprising how many fail that. Then, of course, the more severe test is that of the medical examination and above all, of course, he has got to have the right physique, and he has got to have pretty good eyesight, so you get quite a good series of tests before he is likely to be considered as a constable.

119. But it is one standard for all? This is a very different analogy, but at Cambridge University for a degree in engineering you could do a fast course or a slow course. You cannot enter the police and say "I am competing for the fast course"?—No, Sir, you cannot at the moment.

120. That might attract your grammar school boy?—Perhaps I ought to qualify that by saying that there is in the Metropolitan Police the opportunity for a man, who reaches a certain standard in the qualifying examination, to automatically attain the rank of sergeant.

121. This is in the Metropolitan Police?—Yes, the Metropolitan alone. You might regard that as a fast course. A man says after four years or five years "I am going to pass that important examination high enough to ensure that I will at least be a sergeant right away."

122. I will not go into that in any detail at the moment. I will come back, if I may, to Sir Charles. Earlier committees and commissions have been quite frank, I think—certainly, one of them I remember—in saying, when they were asked why certain areas are finding it difficult to recruit the right numbers,

whereas other areas are not, that they found it difficult to get a clear answer from anybody. But it does seem to be the fact, does it not, that in certain areas which you would think were wholly comparable—towns of the same sort of general character, with no particular difference in the employment situation or anything of that kind—one is well up to strength and the other is badly under strength. That is a fact, is it not?

—*Sir Charles Cunningham*: That is a fact, yes.

123. And the requirements under the regulations are the same for both, although I suppose there may be in the application of those regulations more flexibility, more skill, more diplomacy and more tact in the management of one place than another, and based on other circumstances, somehow or other there is a higher morale in one force than another. But the Metropolitan Police of this island have a very high international reputation, and yet they are very badly under strength. Of course, other employing agencies are badly under strength. I happen to know, with regard to the railways, that they find it very difficult to maintain a new influx of labour into the railways in the London district. Do you think this is something to do with the circumstances of a great capital city so to speak? There are too many competing elements?—I think, in the case of London, that that is undoubtedly so, and to some extent it is true of the other conurbations, where probably there is the pull of other things and, to some extent, a disinclination to live in this great conglomeration of population. But outside these areas I think there are all sorts of factors which affect the success of local recruitment. As you have said, Sir, there are minimum standards laid down in the regulations, but these are subject to a good deal of variation in their local application. Some forces, for example, insist on a much higher standard of height than the minimum of 5 ft. 8 ins. Others impose limits on the ages at which they recruit.

124. Has London had to come down to 5 ft. 8 ins.?—Yes, it has. You get other things, too. There is the reputation of the force, which makes one force more attractive than another. You get the ratio of the strength of the force to

the population of the area. You may have a relatively small force in an area with a lot of population to draw on. There is also the attraction of leadership, and all sorts of things enter into this, as I think you must expect to get variations in the success of the recruitment in different areas.

125. I suppose this is broadly true, is it, if you join the Metropolitan Police as a countryman, and there ought to be a fair number of countrymen coming into the Metropolitan Police, should there not?—Yes.

126. They might say "I am not sure, I do not want to live for five years in Stepney, Poplar, Hoxton—in the centre of a great city"—and of course a policeman always has to live very close to the area in which he is working; whereas nowadays so many people who work in the centre of London live in Epping Forest or something of that kind. Is there that sort of thing about a city, do you think, where people have to live in rather congested surroundings?—I think there are great disadvantages of that kind in a city, which a potential recruit will take into account. I think it is probably also true that some of the areas from which the big forces used to draw their recruits are yielding fewer men because the attractions of a man's own area, and the places near his own area, are much greater than they used to be.

127. Have the police been attracting a number of men straight from their National Service?—Yes, indeed. I think the two main intakes in recent years have been men coming from National Service and men coming from the cadet system. One of the problems of the future, I think, is going to be to see where the non-cadet entry is going to come from. The cadet entry is going up, I think. It is now something like 25 per cent., probably, taking the whole country.

128. That is from the police cadets themselves?—Yes. Recruitment to the regular force from the cadets, I think, is now accounting for something of the order of 25 per cent. of the total entry, and in London the Commissioner would tell the Commission that he would hope to increase the entry from that source to something like 50 per cent. of the total. But the balance, whether it is 50 per cent. or 75 per cent., which has

been coming so largely from National Service, will in future have to come from some other source, and what that will be I just do not know.

129. I must not take too long, because I have a number of very distinguished colleagues. When I first saw the Desborough Committee's Report I thought how curious were the occupations with which they compared a policeman. Can one get any help as to more relevant occupations with which to compare a policeman today?—I think that is an extremely difficult question. One could, I imagine, reject straight away the Glasgow pavior, the cotton porter and so on. To find other occupations which are at all comparable with the police seems to me hardly possible. You want in a policeman a combination of qualities that you do not often want in other occupations. I should think that the most you could do would be to look for some other occupations which call for at least some of the qualities which you are hoping to find in the policemen, see what level of remuneration is considered appropriate there, and then perhaps, by a kind of comprehensive judgment, decide whether the police salary should be above, or below, or at some point within these groups. You have, for example, the prison service, which to some extent is looking for men with some of the qualities that you want in a policeman. That happens to be a service which has recently been reviewed. I imagine you will find ranks in the armed services which may afford some analogy with the police and you may even find some in other public services, the customs service, the immigration service and branches of the civil service. You may find some measure of comparability there. There are also, of course, the social services, the probation service and services of that kind, which to some extent are in contact with the same kind of problem, but which naturally require many qualifications different from those that you would look for in a policeman.

130. I am sure all my colleagues rate very highly the responsibilities of the police. I had been thinking about a much wider range of possible comparisons—not direct comparisons, but at any rate jobs for examination. I would have thought that there were jobs in the railway service which were not altogether

distant in responsibility and need for individual initiative at times and courage and resource, nor very widely different in the extent of techniques required—balancing one against the other, not very far removed from the constable. What Mr. Guillehaud said is something that we certainly ought to take into account. —I should assume the Commission would want to take the widest possible range of occupations into account. My personal view is that it would be extraordinarily difficult to find anyone who is at all closely comparable with the policeman, and I think that has been the conclusion of most of the bodies who have previously had to consider this point.

Chairman : I think I have taken long enough.

131. *Sir Ian Jacob* : There are two questions I would like to put. Could I come back to this question of the value of the pension, because it is such a large slice of the actual emolument worked out in the table in paragraph 21 that one wants to get at it a little more. In comparisons of pay and remuneration, generally, between various activities—of which I have seen a great many—I have never seen this element brought in other than as a question—the question as to whether you have a contributory pension or a non-contributory pension. Never have I seen it brought in in two places, one as a deduction from, and the other as an addition to the pay. Is this done anywhere else, other than in this document? Is it a sort of normal procedure? —I ought perhaps to have explained more clearly than I did that we included the value of the pension—that is the 26½ per cent. of pay—in the current table, simply because it had been included by the Oaksey Committee in the table which they produced, and in any comparison with other occupations it would either have to be omitted, or the corresponding value of their pension—which might be found to be rather less, because of the generous nature of the police scheme—would have to be added. But there was no thought in our mind of regarding the police pension as in any way special, except that it is rather more generous in its terms than those of other pension schemes.

132. So it really comes down to this, this table is simply included because of Oaksey?—Yes, indeed.

133. Thank you very much. The other question I wanted to ask is this. You did earlier explain the composition of the Police Council, and the Home Office and the Scottish Home Department have a comparatively minor representation on it. Does this mean that, if you in the Home Office came to the conclusion that the pay or the conditions of the police service were not such as to attract the numbers and the right type, would you at the Home Office feel that you were able to take some initiative to get this put right or, owing to the constitution of the Council, is it now simply a matter that has to be brought up as a wage claim, so to speak?—I think that if the central departments felt that some initiative should be taken, they would raise the matter at a meeting of the official side with their local authority colleagues and consider with them whether the official side, as distinct from the staff side, should take the initiative. In fact, I think that all the recent adjustments have been made on the basis of a claim from the staff side. It is, of course, a principle of all these negotiating bodies that each side acts as one. We could not move unless we carried our local authority colleagues with us, but jointly we could if we thought it necessary.

Sir Ian Jacob: I do not think there is anything more I want to ask about that document.

134. *Dr. Macfarlane:* I think you said this morning, Sir Charles, that the increase required to deal with the 88-hour fortnight was about 3,000 men?—Of that order, yes.

135. You gave me the impression that you thought the total establishment for the country, forgetting the 88-hour fortnight at the moment, was not sufficient, am I right?—Yes. The actual strength in the country at the moment is below establishment by something between 5,000 and 6,000. I am speaking of England and Wales. We should, I think, require another 3,000 men to implement the agreement about the 88-hour fortnight, and there are areas, of which London is an example, where the authorised establishment has not been reassessed in terms of modern police requirements.

136. If I remember rightly, the total figure of establishment was 78,000, or

thereabouts. Do I understand that that would be 81,000 in order to deal with the 88-hour fortnight?—Yes, approximately.

137. Is that establishment still, in your opinion, a little below the total which is now required for England and Wales?—Yes.

138. Could you give me a guide as to the percentage? How many more men would he required?—Not at the moment, but I did undertake this morning to make the best estimate I could of the additional men who are likely to be required on an assessment of what the proper strength should be.

139. May I ask a question about the Police Council for Great Britain? You referred this morning to a statutory Police Council and a non-statutory one. I take it the non-statutory one is what we call the Police Council for Great Britain.—That is so.

140. They have made some four or five awards since the Oaksey time. I think it was four, was it not, three of which have been by arbitration and one by agreement with the Council?—That is so.

141. Is it considered that the Police Council for Great Britain is the best method, considering that three-quarters of the awards were really arbitrator's awards?—I think it is a method of negotiation which is working, on the whole, satisfactorily. A great many other matters, of course, apart from the basic rates of pay, have been settled through this medium of negotiation. For example, the pay of the non-federated ranks has been normally agreed without difficulty on that body. A great many matters affecting other conditions of service have been agreed, increased rest allowances and so forth. I think one could claim that it has been a useful body, and one that one would want to continue.

142. The Oaksey Committee, following the Desborough Report, made comparisons which you mentioned earlier, such as a dustman, a pavior and the like. Is there anything in the possible view that police pay might be related to the Cost of Living Index? Would that be a possible way of dealing with it in future?

—Speaking quite personally, I would have thought that from the experience of the last ten years it would be more useful to relate it to the Wages Index. I think the indications are that when it gets out of step with that, rather than when it gets out of step with the cost of living, recruitment and wastage both begin to be affected.

143. The Wages Index rather than the Cost of Living Index?—In saying that, I am expressing a purely personal view.

144. *Mr. Hetherington*: I have one or two questions, Sir Charles, on the quality of recruits. I think both you and Sir William expressed yourselves, as in general, satisfied with the quality of the men now coming in, but at the bottom end of the scale do you think that the kind of men who are just getting in would have got in 20 years ago?—*Sir William Johnson* can answer that better than I can. I would have said yes.—*Sir William Johnson*: I do not think that is so. I would not accept that for a moment.

145. You think the men who are just getting in, who are marginally accepted today, would have been accepted 20 years ago?—In the main, yes. I would say that in some forces, at any rate, today their strength is so nearly approaching or has reached the establishment that they are even more choosy than they were 20 years ago, or even 10 years ago. But I have certainly got every confidence, even in what you might call the lower grade of today's recruit, that he would have got in most forces 20 years ago.

146. Do you think the level of education and aptitude has kept pace with the growing skill and the growing number of semi-skilled jobs in industry and commerce, generally?—Do I think the education of the policeman . . . ?

147. Yes, of your recruit. Do you think it has kept pace?—I must say, I think, that the educational standard as shown by the educational examination of potential recruits, is in many cases very disappointing indeed; probably of a lesser standard than the period you mentioned 20 years ago.

148. But these are potential recruits, of whom only a proportion are actually taken into the service?—Yes.

149. You also mentioned, I think, a fairly high rate of failure for those taking educational and promotional examinations inside the service?—I have not mentioned that at all. I spoke of the educational and medical examination of the potential recruit before he gets into the service.

150. In the case of those who are in the service and who are taking promotion examinations, is the rate of success a satisfactory one?—I do not think it is.

151. Does this not, then, indicate that the recruits are?—No, I do not think so, Sir. I think I ought to say this, that the system of promotion examinations has been changed within the last two years, and, if anything, the standard required is higher than it was and certainly the standard of marking is of a much stiffer quality than it was in the days when individual forces ran their own individual examinations.

152. You would not, then, regard the rate of failure in the promotion examinations as an indication that the level of recruitment, in terms of quality, was lower?—No, I would not say that at all. I do not think that would be right.

153. Would Sir Charles agree?—*Sir Charles Cunningham*: I was going to make two points. I do not think we should confuse the educational standard with the ability of the recruit. One is constantly impressed by the quality or lack of quality of the educational performance of people. What you want in the police service is someone who has got a minimum educational standard, but who has also got intelligence and judgment, and whom you can train. Secondly, I would have thought that Sir William Johnson was undoubtedly right in saying that when you look at the performance in the promotional tests you are looking at a performance which is related to a very much higher standard than it used to be.

154. Is this not, also, a reflection of a higher standard in the country, generally?—That may well be so, but I think that in the police service the higher standard is particularly necessary, because we are dealing in the police service with the less law-abiding section of the community, who are, themselves, continually bringing a higher standard to their law-breaking.

155. *Dr. Goodhart*: You were saying, Sir Charles, that the police were peculiarly mobile and were moved more than in other employments. Do you think that that is a disadvantage? May that keep people from wanting to join the service?—I would not have thought it was one of the serious disadvantages of police service. It may be a discouragement to some extent. The movement is, of course, in the country areas, in the counties, because in an urban community, particularly the smaller urban community, there is less need for it. But I think it is still the practice of the county Chief Constable to move his men about from time to time for obvious reasons.

156. Because the age limit seems to suggest that people leave the service just about when their children are getting to school age, I wondered whether that could affect it.—With respect, I doubt whether that is so. Apart from men retiring on pension, the wastage is more or less, I think, equally divided between the probationers and the men in their first nine or ten years of service. The wastage after ten years is relatively small and indeed I think there are some indications that, even in the first ten years of service, the wastage is greater in the first five than in the second and we are losing most at the earliest stages.

157. That would be natural.—I think these are the ages at which the other disadvantages of police service, night duty, weekend duty and all the rest of it, begin to have the maximum effect.

158. Then there was the other question about housing. Formerly, of course, there was a great advantage in getting a police house. I was wondering whether that advantage still counted nowadays, because if a man who is not in the police force can get a council house, he is there for life. On the other hand, if you get a police house you lose that the minute you leave the service. It seemed to me that, nowadays, getting a police house was less of an advantage than it was in the past.—I would certainly accept that. I think, as the general housing situation improves, the advantage of getting a police house diminishes and there is the disadvantage to which you have called attention, that a man at the end of his service has got to find other accommodation for himself.

159. Then you talked about the duties nowadays, compared with those of the past. I was wondering whether they really had become so much more difficult. It seemed to me that you talked of traffic but I can remember when there was horse traffic. I do not know if that was not just as difficult to handle as the modern traffic. I do not know if there is such a great difference in the work nowadays.—I would have thought that, in the case of traffic offences, the volume of work and the complexity of work was now very much greater than it was in the past, and that looking at police duties as a whole the range of legislation, which they have to enforce, and the areas over which they have to enforce it, were very different from what they were 30 years ago.

160. That has gone down, of course, as you have pointed out in the last ten years. There is not as much legislation to enforce—I think it has gone both down and up, has it not? A certain amount of temporary legislation has gone, but the permanent legislation has certainly not got any simpler.

161. Do you think the fact that the work requires more intelligence is discouraging people from joining the force?—No.

162. Are they more likely to go in if they think it is interesting?—I should hope so, if the attractions of the service can be properly presented to the potential recruit, and if he can see reasonable opportunities for advancement in the service.

163. Because there has been a suggestion that one of the disadvantages, nowadays, is that you do not have enough opportunity to go on the beat, and the police are now being used for special work rather than just patrolling a beat. Do you think that that is true?—I think that specialisation has enormously increased during the last 20 years, and many forces as recently as that had no special Traffic Department, or no special C.I.D. I think that specialisation has increased and will continue to increase. I would have hoped that that would make the service, if anything, more attractive to the entrant of the right quality.

164. That was the point I was trying to suggest. This would not discourage people from going in, but rather give them greater opportunity?—I should hope so, certainly.

165. *Mr. Fraser*: How much importance do you attach to the principle of standardisation of pay and conditions of service? The reason I ask is this, that you said the shortage of police is concentrated mainly in the big urban areas, and one possible way of dealing with that would be to give higher pay in those areas, perhaps by extending the London allowance or something of that sort. What would be your reaction to that?—I think this is one of the most difficult questions that a witness could be asked, because there is obviously room for a great deal of argument on this point. The principle of uniformity of pay, in the sense of the national rate, has of course been accepted since Desborough, and I have no doubt that the police service would attach great importance to maintaining that principle. On the other hand, the all-in value of the policeman's emoluments is not uniform, because of the enormous range in the value of the rent allowance. The policeman in London, where rents are very high, is—if it is taken into account—earning more than a policeman in Cornwall or in the Shetlands. The argument for increasing the remuneration in the areas where recruitment is most difficult, is of course strong, but I think one has to look at the other side of the picture. If you adopt that policy, are you going to abandon the increase when recruitment has been completed? Can you justify applying this kind of inducement in the police service when, as far as I know, it is not used in other public services? There are other public services which distinguish between the rate of salary in London and in the bigger conurbations, and in the rest of the country; but to relate remuneration in a public service to recruitment would, I think, be quite a novel principle. I should hope that this is one of the many difficult questions where the Commission would want to hear the arguments from all sides, before coming to any sort of conclusion.

166. *Chairman*: Is there not some special payment made to teachers who

teach in unattractive parts of London?—I am not certain about that. I think that teachers in Glasgow were once paid a special allowance, but I am not certain.

167. I rather thought they had to give an inducement for teachers to teach in the East End of London.—We can easily find out about that, and let you know.

168. *Mr. Fraser*: Is it not also the case that there is some inducement under the National Health Service for doctors to go, not so much to unattractive parts of the country, but to unremunerative parts of the country, apart from the ordinary basis of payment?—That would be a rather different situation, would it not?

169. Yes, perhaps. But you said, I think quite rightly, that it would be rather a novelty for a public service to pay different rates in order to attract the necessary number of recruits to a particular area. But the police, after all, is essentially a local service and it is no good having too many policemen in Birmingham and too few in London. You have got to have the right number in each place. Would you regard it as in any way wrong or shocking to pay different rates in places where recruiting is hard?—I would not regard it as shocking. I think it is a conclusion that one should only reach after very carefully weighing the arguments against it as well as the arguments for it.

170. Looking at Appendix VII of the Home Office memorandum, which sets out the rates of pay for the various ranks in the police service, one of the points that struck me about that Appendix was that there does not seem, at any stage of the police ranks, to be any major gap in the pay; that is to say, the difference between the top grade of constable and a sergeant appears to be £50, I think, and then from a sergeant to an inspector it is £70, and so on. But at no point in the gradations of rank is there any big gap, comparable to, say, the Army, between the commissioned officers and other ranks. Is it possible that there is not sufficient spread of pay between the constables and the highest ranks in the police service, and if there were a greater spread would it be an inducement to men to stay on in the hope of promotion?—I would not, personally, have thought that the present structure

would have a serious effect on recruiting, from that point of view. There may be an argument for what I think the Royal Commission on the Civil Service has called "pulling out the concertina," but you must keep in mind that, when we come to Chief Constables' salaries, they are related to the strength of the force, and the gap between them and the next rank may be somewhat larger than appears at first sight.

171. *Mr. Burman*: On pensions, do you think that the high pension which is now paid after 25 years' service encourages men to leave the force and to seek other work?—I think that in some cases it does. A man after 25 years may feel that he has still other opportunities in life open to him, and that he ought to take his pension and use them.

172. That would tend to apply more, I suppose, to the man who has had no promotion?—Yes, I think it would.

173. Do you know if any thought has ever been given to, say, paying a larger salary or larger wage and a lower pension at the earliest years of retirement?—The Oaksey Committee did of course consider as we noted this morning, that the balance between pay and pension generally was something which would have to be considered. They decided against disturbing it. The pension at 25 years' service is, I think, the actuarial equivalent of the pension at 30 years' service, and it might for that reason be difficult to adjust it in a downward direction, in order to discourage a man from leaving. There have, indeed, been strongly pressed suggestions that a pension should be available at 20 years' service, partly because there are men who at that age have felt that the police is no longer their vocation, and who might employ themselves more effectively in some other walk of life, if it were open to them to leave.

174. I think in some forces there is a fairly large wastage at 25 years, and people would like some encouragement for them to stay on if possible.—Yes.

175. *Chairman*: You used the phrase "if it were open to them to leave." A man is not held in the police force compulsorily for 25 years, is he?—No. I should have said if he were free to leave on pension. At the moment, if he leaves at 20 years, he leaves without pension.

176. Without anything at all?—Yes. He gets his rateable deductions back, but he gets no pension.

177. And that is a fairly small proportion of it?—Yes.

178. I think there are a fair number of schemes, are there not, where the employee gets his contributions back but he does not get the employer's if he leaves earlier, but that may be half?—Yes.

179. In other words, there is a pretty strong financial inducement to stay to 25 years?—Yes.

180. But it is not strong enough at present in many cases?—Except, as I have pointed out, that the bulk of the wastage appears to be occurring before ten years, rather than after that.

181. That was in answer to Dr. Goodhart's point about education. I find it so much easier to think of the actual ages; in other words, the men leave between the ages of 19 and 28 or 29, rather than in their 30s?—Yes, that is so.

182. *Sir George Turner*: On the question of recruitment, is there any central effort in regard to recruitment, or is it all left to local endeavour?—We attempt, centrally, by the use of publicity material, and so on, to stimulate recruiting. The actual field work is done in the various forces.

183. Do you think that the situation is satisfactorily left so much to local people now?—I think it must largely be left to the local people, so long as appointments are local appointments. In fact, recruitment to the police service has been surprisingly good. It is the wastage from the service which is the real trouble, I think.

184. At some earlier stage you said that, in regard to the type of recruit we were getting, we were not attracting sufficient of the grammar school type.—I do not think I said that. I think *Sir William Johnson* may have said that. My impression is that a number of grammar school boys are now coming into the service through the cadets. One seems to meet them at district training schools. But there is perhaps a question—I would not like to express any view on it—whether we are attracting a suffi-

cient number of really first-class people, on whom we can draw for appointment to the higher ranks in future.

185. In the past, at any rate, from the point of view of fixing rates of pay and so on, the police seem to have based themselves on a comparison with unskilled labour, and they have not aimed so high. They did not want grammar school types in those days, apparently. The whole process seems to have proceeded to bring that level up to date, but you are now aiming at getting, both for entry and for use in the service, a much higher grade than you were in the past, because they have got greater responsibilities to meet. Does it not follow from that that you have also got to adjust the basis of remuneration?—I do not think that I would accept the assumptions underlying the question. I think it is true that, before the Desborough Committee, the police based their remuneration on comparisons with manual workers and so on. The Desborough Committee, as I understand it, looked at some of the rather odd occupations which are referred to in the report, and then fixed a level of pay for the police which was substantially above those. The Oaksey Committee did very much the same thing. I think they said in effect that they did not regard these comparisons as any longer valid. What they failed to do was to tell us with any precision how they arrived at the rates they recommended.

186. Yes, but they made adjustments which had regard to the movement of those very lowest rates?—With respect, I do not think that that is an accurate description of what has happened.

187. At any rate, does not that rather suggest that, far from saying that this peculiar collection of trades which has been used for comparison is not very useful, we had better jettison them altogether?—Certainly. I do not think they are at all relevant. I thought, indeed, that Oaksey had jettisoned them.

188. Yes, but they have turned up again now. You, yourself, have taken the trouble to show what these peculiar trades are.—Not at all. We have deliberately refrained from doing that, if I may say so.

189. This comparison with the lowest grades turns up every time.—But I must press for an opportunity of making it clear that it turns up in our evidence only in quotations from these earlier reports. We did not bring them up to date, because we thought them completely irrelevant, and I entirely accept Sir George Turner's view about that.

Sir George Turner: I am sure the Home Office will do their best to provide us with some more suitable comparisons which we may use.

190. *Chairman:* I hope this is right. I am quoting from paragraph 11, which is itself a quotation from the Oaksey Report: "After the Desborough Report in 1919 the average remuneration of a constable was 78 per cent. higher than the average of the other seven occupations." What the Oaksey Committee found, was it not, was that the Desborough Committee did not equate the police with those seven occupations, but made recommendations 78 per cent. higher than the average of those occupations?—Yes, that is so.

191. The rather obvious thought that occurs to me is this. What should we find, if we found a figure 78 per cent. higher than the average of those seven occupations today?—That calculation could be made. We did not attempt to make it, because we really agree with Sir George Turner. We did not think these comparisons were relevant to a present-day policeman.

192. I think we might get a somewhat terrifying result. I do not know what the remuneration of paviors would be today, but Desborough thought the remuneration of the police ought to be 78 per cent. higher than the average of these. Perhaps we ought to see what 78 per cent. higher than the average of these would be today.—We shall gladly discuss with the Minister of Labour whether it is possible to make that calculation.

Chairman: It may be misleading, but at any rate it would be what happened 40 years ago.

193. *Mr. Hobson:* There are only two things I wanted to ask. We have now got a geographical distribution of the police forces which are low in recruitment or low in strength, which is produced by the difference between recruiting

and wastage. What is the historical picture about those forces? Have they always been areas in which there has been a deficiency in the balance between recruiting and wastage, or have there been other areas in the past that have shown up in this way?—I do not think that I could answer that question off-band, Sir. I would guess that the picture had varied from time to time and from area to area. I think it is fair to say that London has always found it more difficult to recruit than other forces, although not as difficult as now.

194. I was wondering whether the factors that produced this are temporary, and can be accounted for either by local economic conditions, or even by the spirit of a force which changes with its officers and even with its Chief Constable.—We shall gladly see whether we can throw any further light on that. I am not at all certain that we will be able to do it, but perhaps the Commission would allow us to look at that.

Chairman: We should welcome that.

195. *Mr. Hobson:* The only other question I wanted to ask was about standardisation. I think, first of all, there are quite a number of agreements between the trade unions and employers in which there is a good deal of regionalisation, is there not?—Yes.

196. For instance, the building trade have three or four different categories. Wage rates are paid according to whether it is an A, B or C category, which applies to different areas agreed between them.—I am sure that is true of industry, but I did not know that it was true of the public service.

197. I think that is correct. The National Health Service and many others do have a standardised rate, despite the tremendous difficulties of getting nurses, for instance, in the Coventry, Birmingham or Warwickshire areas.—What you do get in the public services is a bigger rate in London and the other big centres, but I do not think in any of these public services the rate is directly related to the problem of recruiting in an area.

198. But if you take the industrial rate where you have differentials, it is related to the general level of wages in the particular area.—I am sure that is true.

199. Have there been any negotiations or suggestions over the last ten years that there should be any departure from standardisation? Is it a subject which simply has not been discussed between the parties interested, including the Police Federation, so that it has never been considered between the parties, or is it something on which there have been some negotiations but they have come to nothing?—There have been no negotiations. I think the only reference to it is that mentioned in paragraph 25 of the circulated paper, where the arbitrators say: "We have felt compelled, since neither the Official Side nor the Staff Side . . . has raised the question of the propriety of altering this arrangement"—that is the uniform conditions of service—"to assume for the purposes of our award that it will continue. We are, however, of the opinion that a review of the arrangement should be undertaken now so that any modifications of it which may be desirable can be embodied in the terms of any future settlement." Then we point out that this expression of opinion has not led to any action on the matter by the Police Council. There have been no negotiations.

200. *Chairman:* You cannot tell us any more about this? I have in mind that we have been informed that the Police Federation are against any greater differentials or any greater emphasis on London. Would it be your impression that they do stand rather by standardisation throughout the country?—I think the police service generally would adhere to the principle of uniform conditions of service, certainly.

201. *Judge Temple-Morris:* I am very disturbed over the question of remuneration and wastage and I cannot help feeling that the two of them are very closely related. I know of police officers who have not completed their terms of service and who have taken posts as investigators with hire purchase companies. I know of others who have done inquiry agents' work. I know of more who have gone to solicitors' offices. I know of one who is a very successful barrister's clerk, and I know of one who is a very excellent judge's clerk. Would you agree with me that, coming down to basic principles, if you put the remuneration up you will arrest wastage?—I think that would be much to

great a generalisation. I would not dispute for a moment that there is a relationship between remuneration and wastage. But I am not sure that remuneration, or the lack of remuneration, accounts for more than a proportion of the wastage. I think a great deal of it is the result of a man's dislike, or his family's dislike, of the rather inescapable unpleasantnesses of service in the police. I admit that remuneration would operate indirectly even in that case, because however much a man dislikes the police service he could be expected, I think, to look for another job which did not involve any loss in his income, and therefore the balance of pay is relevant there. But my own judgment, and again Sir William Johnson and the Police Federation can give the Commission more help than the Home Office, is that remuneration in itself is not the sole, or perhaps not even the major cause of wastage from the service; indirectly it is, even where it is not the primary cause, a very important factor for the reason that I have tried to explain.

202. Might I ask you to look at Appendix IX of your memorandum, dealing with police pensions? In paragraph 4(d) you deal with the widows' pensions and you deal with a special pension "payable at an increased rate if the husband dies as a result of an injury received in the execution of his duty, and may be at a still higher rate if he dies as the result of an attack intrinsically likely to cause death." Do I understand that the increased rate and the still higher rate are fixed, or are they assessed on the needs of the particular case before the authority?—As I understand the position, they are fixed rates related to the man's pay at the time of death. As I understand it, there is no discretion to relate them to the circumstances of the man's death. Perhaps Mr. Cornish could confirm that.

203. It might help Mr. Cornish in the answer if I ask where is the dividing line between the increased rate and the still higher rate?—*Mr. Cornish*: I am not quite sure that I have this point, and I am not an expert on pensions law, I fear, but the higher special rate is a higher proportion because of the circumstances in which the man died. The amount is related to the pay of the husband who died.

204. There is a flat rate, then a special rate, and then, if need be, an extra-special rate?—That is right. *Sir Charles Cunningham*: It is a percentage in relation to the man's pay at the time of his death. It is not discretionary.

205. May I ask Sir Charles one more question? You may think I ought to keep this in reserve for the Commissioner when he comes along. If a police officer at one end of London is transferred, not promoted, to another area miles away from the place where he is living, is he expected to move to the area where he is working; if so, does he get any financial help?—*Mr. FitzGerald*: There are provisions in the police regulations providing for transfer within the police area at the direction of the Chief Constable. These provide for reimbursement of removal expenses and an allowance.

206. And it comes in another way. For example, if you have a large county force and a man at one end of the county is transferred—I am stressing the word transferred, not promoted—to the extreme end, it means that he has got to pull up his roots, wife, family and himself, and go off to another area. Does he get something to help him for the disadvantages of the transfer?—Yes, indeed. There has long been provision in the police regulations providing for this.

207. He is covered?—Yes.

208. May I put my last question to Sir William Johnson? If I heard correctly, I understood you to say that in the Metropolitan force there was some recognition of an outside examination, which meant that a man knew automatically that he was qualified to be a sergeant?—*Sir William Johnson*: Perhaps I did not put it very well. There is an internal promotion examination, in exactly the same way as there is in a provincial force, but there is an arrangement within the Metropolitan Police that the group of men who in their competitive examination—which is the same examination—reach a certain level receive automatic promotion to the rank of sergeant.

209. It is not a question of a man, for example, going into the force with a certain qualification in his pocket, automatically being eligible to be made a sergeant?—No. Of course, in practice it might mean the chap who had got a first-class education would have a better

chance in the competitive examination when he was in the force, but it does not necessarily follow.

210. *Mr. Hobson*: I think that Appendices V and VI do show that actual pay increases may not directly affect wastage, but Appendix V shows that an increase in pay does seem to result in a widening of the gap between recruitment and wastage. So it does seem to preserve the position of the police fairly well.—*Sir Charles Cunningham*: I think that is so. Increases in pay have been shown to attract additional recruits to the service. They have also had the effect of postponing the retirement of men from the service. They naturally want to remain for the three years which will attract the higher pension and to that extent the graphs are affected. But the variable factor in wastage, I think—if the figures are analysed—is in the retirement of officers rather than in wastage from among probationers or from men who are not entitled to a pension. The wastage there has remained remarkably constant throughout the period.

211. *Chairman*: On this diagram, I had in mind what I think was said by the Lord Chancellor in the debate in the House of Lords, that if the matter were examined it would be found that increases in pay had a short-term effect on recruitment. Am I right, Sir Charles, in remembering that he said that?—Yes, I think he did.

212. I imagine he would say that with help from the Home Office, either from his experience as Home Secretary or otherwise. Is that indicated by this graph in Appendix V? In 1951, for instance, where there is an increase in pay indicated on the bottom line, there is a tremendous peak of recruitment?—Yes, that is true.

213. Then it is falling deeply and rapidly, and recruitment within eight months was very low again?—That is true.

214. If we look at the next pay award, in February, 1954, for two months there was a high figure of recruitment, and then it dropped again?—That is so, yes.

215. Can we look at the next one? In October, 1955, it was just after the 44-hour week came in, and so forth, and

oddly enough the month after the award it appears to have been right at the bottom. There must have been some explanation for that. Then for three or four months it is nice and high, and then drops right down again. But omitting that one month, when it was very low, which is a graphical chance really, I think it was high for about eight months. I do not know whether there is any other comment on this particular graph which you think it would be helpful to make. It is not very easy to make reliable inferences and at the same time to make no unreliable inferences from a graph of this kind.—I think another interesting thing about this graph is the relationship between the National Wages Index and police wastage and recruitment, which tends to illustrate the point I tried to make earlier in this hearing.

216. The top half shows the relationship between the constable's pay and the National Wages Index and it was based on this very largely that I said that since Oaksey there had been an attempt to keep up, but I did not find it so easy to relate the top half of the page to the bottom half of the page.—I think it is where the constable's pay falls below the National Wages Index in relation to Oaksey that you get a loss of recruitment.

217. Yes. In the first half of 1951 pay was lower, and so was recruitment.—If you start from the Oaksey Report, as long as the police index is at least keeping up with the National Wages Index, there is evidence that recruitment is reasonably satisfactory. It is where the two get out of proportion that recruitment falls off.

218. Similarly, wastage was low in the latter months of 1951 and the early months of 1952, because those were shortly after the Eve award. That is what might be inferred?—Yes.

219. And one finds that wastage was very high after the 1954 award, or pretty high.—*Mr. FitzGerald*: I think it is the fact that it happened to be three years after Eve.—*Sir Charles Cunningham*: You get the effect of the men going out of the force after the Eve award, and the new men coming in.

220. What about 1955? There you have got a high rate of wastage for several months.—Yes.

221. All I am anxious to do, and I am sure my colleagues feel the same, is to get what help one can from this sort of graph, but not make any unjustified inferences.—I do not want to draw any unjustified conclusions from it, but I think you will find that wastage, which is accounted for by wastage of pensioners, tends to be higher three years after each award. The men who are

staying tend to stay for their three years average. But the graphs, of course, reflect a combination of factors.

Chairman: If you do not mind, we will now adjourn until tomorrow at 10.30 a.m.

(The proceedings were adjourned until the following day.)

SECOND DAY

Friday, 18th March, 1960

Present:

SIR HENRY WILLINK, BT., M.C., Q.C. (*Chairman*)

MR. J. C. BURMAN

MR. W. I. R. FRASER, Q.C.

LORD GEDDES OF EPSOM, C.B.E.

DR. A. L. GOODHART, K.B.E., Q.C.

MR. H. A. HETHERINGTON

MR. J. G. S. HOBSON, O.B.E., T.D.,
Q.C., M.P.

SIR IAN JACOB, G.B.E., C.B.

DR. J. W. MACFARLANE

MRS. M. A. RICHARDSON

SIR JAMES ROBERTSON, O.B.E.

MRS. K. RYDER RUNTON, C.B.E.

JUDGE OWEN T. TEMPLE-MORRIS, Q.C.

SIR GEORGE TURNER, K.C.B., K.B.E.

MR. T. A. CRITCHLEY (*Secretary*)

MR. D. G. MACKAY (*Assistant Secretary*)

On Resumption

Chairman: Sir Charles, going round the table I think we had reached Mrs. Ryder Runton, who I think may have one or two points to put to you.

222. *Mrs. Ryder Runton:* On this question of recruitment, Sir Charles, and, of course, the very natural desire of all connected with the police that it should be a first class service in all respects, I wonder if you would tell us whether you consider that a system designed to enlarge the sphere of recruitment and thereby to attract men of a higher educational and intellectual background, who also might be expected to develop qualities of leadership of a high degree, is worthy of consideration? I rather imagine that this was perhaps the purpose of Hendon, and if so would you tell us if it was largely successful in its purpose, and what your views were on its contribution to the strength of the service?—

Sir Charles Cunningham: The question of course, raises very, very wide issues. The principle is well established in the police service now that all entry must be in the basic rank, and I think that unless it can be shown that by that method we are not attracting to the police service the men that we need to man all the ranks in the service it would be impossible to alter the present principle. I do not think that the case for doing so has been shown. What I think we must try to do is to encourage the best people to come into the police service by convincing them that it offers them a worthwhile and an attractive career; and there may be room for discussion—discussions are in fact going on—about the possibility by some obviously fair means of giving the very good man in the early years of his service an opportunity of showing his quality and perhaps of achieving promotion

rather earlier than in some cases he does at the moment. In principle, I think that the police service as a whole would be strongly of the opinion that the present method of recruitment through the basic rank should continue and that what we should do is to concentrate on choosing and training as fairly and as effectively as we can the people who are going to hold high rank in the service in the future. Since the Hendon scheme was discontinued the Police College has, of course, been established, and the whole system of higher training is now concentrated there, but that is a system which is directed to the higher training of men who come into the service in the ordinary way.

223. I wonder if you could just tell us if Hendon was largely successful as long as it lasted in its purpose, and if it did contribute during that time to the strength of the service, what your opinion of that would be?—I do not think that it would be true to say that Hendon made a material contribution to the strength of the service. What I think it would be true to say is that a great many of the people who passed through the Hendon training scheme now hold very high rank in the service.

224. So you would say that it contributed to the efficiency of the force, would you?—I would merely say that a considerable number of the men who passed through the scheme now hold very high rank in the force, and to that extent contribute to the efficiency of the service. Whether the service would have been different in the quality of its leadership had the Hendon scheme not been initiated I do not think one can say. I think one can only point to the fact that a good many of the very senior officers in the service did come through that entrance.

225. Thank you. In paragraph 26 of your memorandum you refer to the length of the constable's scale. This, I think, is so designed at the moment that a constable reaches the maximum of the grade in nine years. What on average is the length of time a constable serves before he is promoted to sergeant?—Perhaps Mr. FitzGerald could answer that question.—*Mr. FitzGerald*: We have no figures since the figures obtained by the Oaksey Committee. They said the peak of promotion from constable to

sergeant was between 8½ and 10½ years' service, but that the peak was not a steep one. A good deal of promotion takes place much later in service.

226. Would you say that the same position obtains now as obtained at the time of Oaksey?—I cannot say that, but I would not expect there has been any radical change.

227. Apparently, according to the present scale, a sergeant reaches the maximum of the grade after four years in that rank. Again, what on average is the length of time he might well serve before he is promoted to inspector?—

Sir Charles Cunningham: I think is answering that question one has to take account of the promotion rate from sergeant to inspector which if I remember rightly was found on analysis by the Oaksey Committee to be about one in seven. In other words, a relatively small proportion of sergeants reach the rank of inspector. I do not know whether Mr. FitzGerald could answer the question about the length of time they do take to reach it.—*Mr. FitzGerald*: If I may first, with all humility, make a slight correction to what has just been said: what the Oaksey Committee said was that the constable who served 24½ years had one chance in seven of becoming an inspector; of those who become sergeant two out of five become inspectors. As to the period of service at which men become inspectors, it is usually between 12 and 22½ years service. That is what the Oaksey Committee told us.

228. From entering the force?—Yes. In other words, there is a very wide range of service there.

229. What is the average age of a man when he joins the service?—We have no statistics on that point.

230. You are not able to say whether a man usually joins at 20, 25, 30 or 35? Are most of the constables young men coming straight from school?—It must be under the regulations be between 19 and 30, and, in fact, many join at 19 or 20. I should say probably the greatest number.

231. So the greater hulk of the force join about 19 or 20?—Yes. There is, of course, a later stream of people who have been in the Services for a short period.

232. In any one intake, that is, in any one year, what percentage of men on average—very roughly—reach the rank of sergeant, would you say?—Again, we only have the Oaksey figure, and they say that if a man stays in the service for 24½ years he has one chance in three of becoming a sergeant.

233. Equally then, what percentage of men are eventually promoted to inspector?—Again, on the Oaksey figures, one in seven, and to superintendent one in fifty.

234. Would you say at the moment that with a view to further recruitment there would be any merit in extending the length of the constable's scale? In your view are you satisfied that it is as helpful as it can be at the moment, or did you prefer the position as it was after Sir Trustram Eve's recommendations?—*Sir Charles Cunningham*: I think I ventured to make a comment on that yesterday. I would not have thought that a variation in the length of the scale would have a tremendous effect on recruitment. I think it might have same effect on wastage. The shorter scale, as I think the Commission know, was introduced quite recently by the arbitrators and I assume that they had in mind the fact that the greater part of wastage is occurring in the first nine or ten years, and that by shortening the scale and making these years rather more attractive it might discourage wastage at that time.

On the other hand, the figures which have just been given show that a considerable proportion of those who join the force must remain in the basic rank and, therefore, the older practice of giving increments in the later years of service might be thought to have some attraction for them and to provide them with some incentive and encouragement in the later years of their service. I think one has to strike a balance between the two things.

235. On your reasoning then would you think perhaps it was worthwhile to look into this question of the length of the constable's scale?—I think it is certainly a question that the Commission would wish to consider.

Mrs. Ryder Runton: Thank you very much, Sir Charles.

236. *Chairman*: Is there in fact any document which reviews the Hendon scheme, its initiation, its termination and its qualities—any published document?—Not as far as I know. Perhaps I could ask Sir William Johnson if he can confirm that.—*Sir William Johnson*: I do not think so.

237. Could you tell me the years during which the scheme was in operation?—*Sir Charles Cunningham*: I think it began about 1933 and was discontinued on the outbreak of war, or during the war.

238. I think we should rather like a note about it.—We will gladly provide a note about it.

239. I think a note about the Hendon scheme would be useful. I am not harking back to the past, but it is an important historic event. You also referred to the present policy of recruitment through the basic rank.—Yes.

240. Would I be right in the impression I got—please correct me if I am wrong—that one of the features of the Hendon scheme which was found objectionable was that it was in part not recruitment through the basic rank?—The Hendon scheme allowed both entry for people already in the police service and direct entry.

241. In other words, there could be a scheme similar to that scheme which included the principle of recruitment through the basic rank and direct entry at some other level?—I think there is plenty of room for discussion of a scheme which would provide some form of special and early training for people recruited in the ordinary way who have shown after recruitment that they have the kind of qualities that justify special training.

242. Would I be right in thinking that one of the objections felt with regard to the Hendon scheme was the proportion—was it something like one-third—who came to Hendon not having been recruited in the basic ranks?—I think that would be the principal objection felt in the police service.

243. That was the principal objection? I happen to know one Chief Constable who did go to Hendon having been in the basic ranks of the Metropolitan Police. It is a fact, as I think you have indicated, that quite a number of Chief

Constables are old Heodoo men, or they have been recruited in the basic ranks.—Yes, both. The preseat Commissioner, for example, was recruited in the basic rank and then went to Hendon.

244. Our own Chief Constable at Cambridge where I live has the same background.—Others came in and went straight to the rank of inspector. It was the latter feature of the scheme which attracted criticism.

245. I think Mr. FitzGerald told us that the peak of promotion to sergeant—not a very sharp peak—was between 8½ and 10½ years' service and a young man who does exceptionally well may become a sergeant in less than 8½ years; what is the sort of number who are promoted after four or five or six years' service?—I do not think I can answer that question. I would expect the proportion promoted as soon as that to be relatively small but I could not give the Commission a figure. I think one of the things one ought to consider is whether it is possible to accelerate promotion to the rank of sergeant. I think that Sir William Johnson would probably tell the Commission that it is the first step from constable to sergeant which is the most important one for a member of the police service to take. Once he has done that he has made a major step forward and, therefore, from the point of view of attracting the right kind of recruit it is important to think very carefully about the stage at which that step can be taken.

246. Exactly, and if you want to attract able young men from many different social settings and different levels of education the possibility of that first step in promotion must obviously be an important matter.—I think it is extremely important.

247. That being so, do you not think the Commission ought to be informed as to the date at which really promising young men do at present reach the rank of sergeant?—We will gladly see what information we can give the Commission. It might, for example, be useful to get information from selected police forces if it was difficult to collect it for the whole country. We will see what we can do.

248. I think if we can have it from the Metropolitan Police and from some

of the large boroughs and, for example, from some of the large and important county forces.—We can certainly undertake to get it from the Metropolitan Police and we will see what we can get from other forces.

249. *Sir Ian Jacob*: It seems to me that one can understand reasonable opportunities existing in a large force but what happens to the young man who joins a really small force? How is he able to get on? There is no system of selecting a man from a small force and transferring to a bigger one, is there?—The ratio of constables to sergeants would not be very different in a small force and in a big one. The regularity of vacancies might be very different, I quite agree.

250. *Chairman*: There is some information I believe to the effect that the proportion of higher ranks is smaller in the larger forces than it is in the smaller forces.

Sir Ian has raised another point which seems relevant—to what extent is there transfer from one force to another at senior level?—Below the rank of chief constable, or assistant chief constable, very little.

251. A superintendent of one force does not apply for and get the position of superintendent in another?—Not normally.

252. Very rarely? — *Sir William Johnson*: He might apply for elevation to chief constable, but transfer from the rank of superintendent to the rank of superintendent in another force would be most exceptional and probably only for compassionate reasons.

253. I think we should very much like statistics of the promotion to sergeant from, shall we say, something like the important forces.—*Sir Charles Cunningham*: We shall do our very best to give you the information.

254. *Mrs. Ryder Runton*: I wonder if we might just return to the Hendon scheme for one moment? You have been kind enough to explain to us some of the criticisms, not very many, but some. I wonder if you could tell us why, therefore, it did close? What was the real cause of its closure? Was there something very much bigger than we have so far been able to ascertain?—

There were various reasons for the termination of the scheme. One, of course, was the outbreak of war. The second was the reason that I have mentioned—that it was causing considerable dissatisfaction in the police service. The third was that I do not think it was absolutely proved that the scheme was being as successful as it had originally been expected to be. A combination of these factors in the middle of the war led to the closing of the scheme, and after the war the principle was argued for, and accepted, that entry should be by the ordinary method, and that higher training should be concentrated in the Police College which was by then coming into existence.

255. How long did the Hendon scheme last?—Six or seven years. It was started, I think, about 1933 and lasted until into the war.

256. *Chairman*: Were there Parliamentary debates about it?—I should like to check on that. I feel sure there must have been but I cannot actually remember one.

257. If there were I think we should like to have them.—We will give the Commission a reference to them.

258. *Sir James Robertson*: I want to come back to the question of the educational level of recruits. I was extremely glad that you drew a sensible distinction yesterday between book learning and capability, what you might call "gumption," but it seemed to me that although book learning is not the only, or perhaps, even the major factor, it is a relevant one. We have heard that you would like more grammar school type recruits if you could get them but we do not know just how many or how few you do get. Do you get one in twenty, or one in a hundred? That leads me to ask if it would be possible to give us, if not for the whole country, at least for a sample the proportions at three levels. The first, of course, would be the recruitment from young men who left school at the statutory age, these would be mostly from the secondary modern schools. The second level would be boys who have completed a course in the grammar school up to 16 and possibly been presented for the General Certificate of Education. The third, and presumably very small group, would be the sixth

formers, or even the boy going along to graduate and then seeking entrance. Would it be possible without too much trouble just to give us some indication of that?—I think we can readily provide that information either by inquiry of the individual forces or probably through the district training centres, because all the recruits pass through them, and we can probably in that way get the particulars of their educational attainments. My own impression from visiting district training centres is that the proportion of grammar school boys is relatively small but not insignificant. The Inspectors, I think, may be able to supplement that. If I may I would make two points. First, I would very much agree with Sir James Robertson that "gumption" is more important than book-learning, but that we do want to attract to the police service not only the boys who have completed the compulsory course of education but a proportion of those who have gone beyond that. Indeed, there will be advantages in attracting a small proportion of people from the universities. I think that one way to do that is to make the career prospects sufficiently attractive and by career prospects I mean not only salary but the opportunity of getting on in the service. The other point which I think has some bearing on educational standard is the expansion of the cadet system, because if a boy comes in as a police cadet it may be possible to provide him with opportunities of improving his educational standard while he is still a cadet before he actually becomes a regular policeman. The Commissioner in London I know is particularly anxious to provide the cadets with opportunities of that kind.

259. I want to ask one or two questions about pensions. It has been suggested that the availability of a generous pension at an early age should be a very great attraction to recruitment. Is it not possible to overrate that? You see, along with the very early pension is an abnormally early retirement from the career of one's choice and I have found, talking to men who had gone abroad, say, and had to come back to life here and make a fresh start at fifty, or in the early fifties, that they did not regard that as necessarily, on balance, a great attraction to that career. A man does

not want to be laid aside at that time, and yet it may be very difficult for him to get work at the level which satisfies him, remuneration apart. Is it possible that we are attaching too much value to the early retirement and the early pensions as an attraction, and that for some it may be a deterrent that his career normally ends long before a healthy man feels that he has done his part?—I think that is an interesting question on which the Commission would want to take evidence, not only from police authorities but from the service itself. At the moment, of course, although there is a compulsory age of retirement it is not automatic on a man becoming eligible for pension. However, I think that in the circumstances of the police service, with the kind of work that a policeman has to do, one must accept the need for a relatively early age of retirement because a man's physical fitness, as well as his fitness in other respects, may diminish. The value as a recruiting attraction of the favourable police pension scheme is probably, I agree, rather less now than it was at one time, but it is still, I would assume, not negligible, because it is a very good pension scheme indeed, and it does offer the man who wants to take up another career when he is still relatively young the opportunity of doing that with a little bit of security behind him, and that in itself may be an attraction to some people coming into the service. The other point, if one may look at it from the other end, is that it also provides an opportunity to a man who is finding the work of the police service increasingly uncongenial to leave it and take up something which is more attractive instead of possibly having to stay on when his heart is no longer fully in his job. There are advantages and arguments both ways which I would respectfully agree the Commission would want to hear evidence about, and to consider very carefully.

260. My other point in regard to pensions is a rather technical one. In connection with the problem—the vexed problem—of pay and pension as it relates to the teaching profession, it was indicated that the police service is, if not the only group, one of the very few groups exempt from the rigidity of this rule. In other words, that in certain

circumstances a policeman may retire and in the interests of the force be re-engaged with pay and pension. Now if that was so, is it a means whereby certain areas that were very badly under-recruited might retain the services of a policeman who would be prepared to stay longer, or is the statement factually incorrect that the police are exempt from the usual rule?—I think it is the case that a policeman cannot be re-engaged as a policeman after he has taken his pension. I think that is true. He can be re-engaged in other capacities and there may be, of course, increasing opportunities for such re-engagement in auxiliary branches of the service—for example, in connection with traffic control. The conditions on which men would be recruited for that purpose have still to be decided but this is a point which would be kept in mind.

261. In other words, you might adjust the colour of his jersey a little and he could still play for a police team?—I think we might both adjust the colour of his jersey and change his team, although it would be in the same league.

262. My last point is about the pay scales as they appear on Appendix VII. There would seem there to be a departure from the recognised principle of maintaining standard scales. What I mean is this; that although the Metropolitan Police and City of London Force do not depart from the standard scales to any extent up to the rank of inspector one finds that from chief inspector onwards there is quite a substantial differential. For instance, the difference in the City of London is £1,225 as against £1,050. Then it applies throughout the superintendent's scale and for superintendent Grade I it represents a difference of about £120 and for chief superintendent a difference of £300. Presumably new factors are entering there which justify this departure from the principle. After all, the ranks are the same. May I take it that there are substantial additional duties or responsibilities in the two London forces which justify this exception to the principle of standard scales?—I think this is an extremely complicated matter, and if the Commission are interested in these differences it might be helpful if we were to put in a memorandum explaining them.

Broadly speaking, the reason is the one Sir James Robertson has given, that the organisation in London is somewhat different from the organisation elsewhere and, therefore, the duties attaching to some of these posts differ from the duties that would fall to them in other areas. But there is an appearance of illogicality in the present situation which I think one might more easily explain in a circulated memorandum than by trying to do so in the course of question and answer.

Sir James Robertson: Thank you, Sir Charles.

263. *Chairman:* May I just again add something as a rider to what Sir James has been asking you? He suggested, I think, that it might be that the shortness of the career made it unattractive to some, my feeling about that is at first blush this; surely it is in the mind of any policeman, whether constable or sergeant, retiring at the age of 45 or 50, that they are really assured of some pretty decent job, is that not so?—I think that assurance must be very much greater now than it was a generation ago and, therefore, the discouragement, if there is any discouragement, in the prospect of early retirement must be much less.

264. I would have thought that there were a very great number of retired policemen in their fifties and sixties happily employed.—Of course there are a very large number.

265. They are greatly in demand.—Yes, very greatly in demand.

Sir James Robertson: May I say that I did not think it was the prospect of unemployment but simply that there are men who do not like the idea of any radical change in their job at the time of life when they still feel very much on top of their job which was their life's choice.

266. *Chairman:* Is not the point that there is a substantial group of people who do not like radical change in their professional career in middle life?—I readily take the point, but I would doubt whether it is a consideration which has much influence on recruitment.

267. *Mrs. Richardson:* May I ask whether the wastage in the early years is less amongst those who have joined the police force as cadets?—Experi-

ence suggests that the wastage is very much less from among those who have joined as cadets and, therefore, one would hope that the increasing intake from that source would contribute to a reduction in wastage.

268. May I also ask whether the two-year probationary period could perhaps be cut so that the substantial increase that the constable gets after the second year could come to him earlier?—I think there may be room for argument about that. My own impression would be that two years is not too long a period for a constable to be on probation, keeping in mind the length of time he has to spend in preliminary training and the need to form a judgment as to his suitability for service in the police force, and to give him an opportunity too of deciding whether he wants to make that his career.

269. *Chairman:* Might I just ask what the probation means? Does that mean that a short time before the end of the two years he can be told "We do not want you to go on"? Is it probation in its strictest sense?—Yes.

270. A month's notice before the end of the two years with the words: "Sorry, you do not qualify"?—Yes, that is so. On recruitment he goes to a district training centre and is trained in the basic duties and then he spends the remainder of his two years' probation doing normal duties, going back to the district training centre at the end of the probationary period for a short time.

271. Is there a standard rule as to the termination of his engagement. Has he to be given, say, three months' notice before the end of the two years?—I do not think there is any standard rule, no.

Chairman: I am surprised that has not been pressed for.

272. *Dr. Macfarlane:* Sir Charles, may I clarify some points we were discussing yesterday? If you would refer to your Appendix V there are two graphs and one is entitled "National Wages Index." Would you clear it for me that that is really what we might call a 44-hour week index as apart from an index of earnings?—It is the National Wages Index produced by the Ministry of Labour which I think is based on the circumstances in industry generally.

273. What I am trying to get at is, is it wages or earnings to which that index refers?—Wages, I understand.

274. Would it be possible to obtain that sort of information for some time back, say to the Desborough Report?—We should have to consult the Ministry of Labour about that. Offhand I cannot say when the statistics were compiled on this basis, I am sorry.

275. Could that be done?—Certainly.

276. Recently, or as far as I remember recently, an index, or at least a rate of earnings, has been published annually. Have you any idea how far back that goes?—Again I should have to make inquiries, but we will gladly do that.

277. Could it be perhaps "grossed" back, if I could use that term to, say, 1919?—If that is possible. I am not sure that it will be.

278. If we may have that I think it will help.—We will consult the Ministry of Labour and let the Commission have what information it is possible to give on these points.

279. I seem to remember as a comparatively small boy policemen in the City of Glasgow wearing two stripes. Was there ever a rank between constable and sergeant?—I cannot recollect one. May I ask Sir William Johnson?—*Sir William Johnson*: I cannot recollect anything but an acting sergeant, and forces did in fact at times use the two stripes for a man acting as a sergeant for a limited period. To my knowledge there has never been an intermediate rank in itself between the two.

280. Do you think in view of the importance of the step between constable and sergeant some intermediate rank might be desirable, Sir Charles?—*Sir Charles Cunningham*: I would rather doubt the value of it.

281. Lastly, I understand from Sir George Turner that there was a time when recruitment in the Army in different places was helped by a short service engagement of several years with a gratuity at the end of it; if that was the case do you think it might assist the recruiting situation in the police force?—I would myself have preferred to leave the police service as a profession

which a man chooses to make his career and to recruit people who were prepared to become policemen on these terms. I think personally you are much more likely to get the sort of man you want if you do that.

Lord Geddes: I have no question, Mr. Chairman. The questions I was going to ask have already been answered this morning.

282. *Chairman*: Might I ask one question about cadets, although it may be more appropriate to ask the Commissioner or the Inspectors about this. One would think with this very important and growing intake of cadets that their training during the two to three years they are cadets is a very important question indeed.—I would entirely agree with you, and I know that the Commissioner would too. He is in fact in London reorganising the whole system of training of cadets at the moment, and I know that he attaches the utmost importance to giving a boy during that period not only as much effective instruction as he can be given in police work but also to raising his educational standard and generally trying to make him better fitted to become a regular policeman when he reaches the right age.

283. One would imagine too that these boys as they come in are of differing abilities, and when you have had them for a year you can sort them out into the more promising and the more ordinary.—Indeed, yes.

284. And the development of higher courses for some more than for others.—Yes.

285. Do you know whether that is already being done?—This is being developed in London, and I think that other forces in varying degrees have similar plans in hand.

286. *Mr. Burman*: Many civilians are now employed in jobs that were previously done by the police; I wonder if at some time you could let us have some figures and one or two examples, shall we say, a fitter mechanic in a police garage, and the civilian rate of pay as compared with the pay that went to the policemen who were previously doing the job? I think you might find wirelessmen a useful example. It would be

useful to have a comparison with the civilian rates and what the police got for similar work.—We can certainly do that.

287. *Dr. Goodhart*: I want to ask whether the two-year probationary period applies to cadets as well as to other entrants into the force?—Not as a cadet; but if a cadet is recruited as a policeman he is still on probation for two years.

288. Do you not think if that was reduced to one year that it would encourage people to become cadets? If you have already had three years when you have seen the man as a cadet it seems rather unnecessary to have as long a period as for a man you have never seen before.—I think that there may be an argument for that. On the other hand I am not sure that it would be altogether satisfactory to have one length of probation for one type of entry to the service and a different length of probation for the other. I should have thought that the good cadet who had made full use of his period of training as a cadet had very little to fear from the two-year probationary period.

289. He would not have much to fear but, on the other hand, it would be pleasant to become a full member of the force as soon as possible, would it not?—I think this suggestion is one on which the views of those who represent the police service would also be of value to the Commission. My guess would be that there would be some resistance to the idea of two lengths of probation, one for the constable recruited from the cadet service, and the other for the constable recruited direct.

290. *Chairman*: It is a curious thing, is it not, that it is felt that all men whatever their abilities or experience need to be on probation for the same length of time? I suppose there might be men coming into the police force as constables who have held very high rank in the Services, you might even have had a Lieutenant Colonel, I expect.—Yes, indeed.

291. And he has to be on probation for two years as a constable?—Of course, one has to remember that the work of the policeman is of a very special kind. He stands in a very special

relationship to the public. He has heavy individual responsibilities to carry out. If he falls down on them he can get not only himself but the police service and a lot of other people into very serious trouble, and I think it is important that he should be thoroughly tested, that his suitability should be thoroughly tested, before one finally commits oneself to the view that he will make a satisfactory career.

292. Indeed, my Lieutenant Colonel might need two years to shake off his habits!—I was trying to say that at greater length!

293. *Sir Ian Jacob*: I would like to put this if I can in a clear way. One can see very clearly that the police force, although a service, differs in many important respects from the armed forces, in that the individual responsibility of the constable is rather different from the individual responsibility of the private soldier. At the same time, what does strike one very forcibly in looking at the police and comparing it with other services of the Crown is this: all other services find it necessary to have an arrangement whereby you select at a very early stage people who are going to be officers, or whom you think fit to become officers, and you then go to great lengths training them at all stages and eventually you hope you will get some first-class people at the top. It seems in the police force that you insist on recruiting everybody as a private, although, of course, I understand that as a constable he has admittedly a good many responsibilities which are not those of the lowest ranks in other forces; at the same time very little is then done to select from those people and give special training to men who are going to fill the high ranks. There is the Police College for this at a much later stage, and which corresponds much more to the Staff College, which takes place perhaps after the man has done 15 years' service. Similarly, for a high proportion of the men who join the police force there is no promotion whatever, absolutely none. Now those two points to me require a very great deal of explanation before one would accept them as being sensible. I do not think this is a thing which can be answered in a moment, but those are what appear

to me to be very striking features of the police force as it is at present organised, and on which I would require a great deal more explanation than I have had from anybody so far to justify them as being sound. That is my point.

—Could I just very briefly in reply to that say that a very great deal of consideration is being given at the moment to this whole question of training for the higher ranks of the police service. The position at the Police College at the moment is very briefly this. There is a course which caters for sergeants who are likely to become inspectors, what we call Course A. That, of course, is directed to fitting a man at that level to hold the rank of inspector. There is also a senior course, what we call Course B, which is directed to the training of potential superintendents. There may well, I think, be a case for either accelerating the first of these courses or perhaps for introducing a new course for the very promising young man in the service, provided we can find some fair means of picking him out and putting him through that course. There may also, I think, be some justification for providing at the other end something which approximates more closely to a staff course, as it would be understood in the Services, for the man who is going to go on to really high command in the police. Much consideration, as I said, is being given to these problems at the moment and I would not like to say more at this stage.

294. *Chairman*: We shall, I have no doubt, be visiting the Police College, but we shall visit it less adequately if we have not read in advance what it is seeking to do. Could we be provided with documents in regard to the training curriculum that exists?—Yes. We will certainly provide the Commission with the fullest information about the Police College as it is at present organised. We might also be able to provide at some stage a further memorandum on the whole subject of training arising out of the discussions which I have referred to very briefly this morning.

295. I think we should like to have both, if we may.—We will certainly do our best.

296. *Mrs. Ryder Runtun*: I wonder if

I might just ask, Sir Charles, one question on police regulations? I think yesterday Sir William Johnson expressed the view that the quality of the intake and the quality of the constable was satisfactory, and I wonder if the provisions which now govern the appointment, conditions of service and promotion of constables have been materially altered since the war? In other words, do they differ from the regulations of, shall we say, between the wars—1920, 1939?—I think the essential difference has been a reduction in the minimum height standard to 5' 8". I do not think there has been any significant alteration in the other qualifications for entry.

297. *Judge Temple-Morris*: I am rather puzzled about the police examinations. If I understand the position correctly the police constable to be qualified as a sergeant, and a police sergeant to be qualified as an inspector passes an examination which to all intents and purposes is divided into two parts, Part I police and legal work, Part II general knowledge. If a candidate passes Part I, his police and legal work, and fails in Part II, his general knowledge, he can go back and try again in general knowledge, but he is not eligible for promotion until he passes the whole examination. Many a good police officer has told me, that is to say, a police officer who has eventually reached the rank of superintendent, that in his day he found the legal and police work ordinary but the general knowledge very hard. Might I ask Sir Charles if when he is preparing his next memorandum he would give us some percentage of the passes and failures on these two parts of the examinations?—We shall certainly see what information we can give on that point.

298. *Sir James Robertson*: Might I ask Sir Charles if these examination papers are published, or if they are regarded by the authorities as confidential?—I understand they are published, at least within the service.

299. *Chairman*: And could therefore be made available to us?—Certainly.

Thank you very much, Sir Charles. I cannot promise that we shall not want further help from you in the future.—Thank you, Sir.

(*The witnesses withdrew*)

**Memorandum of Evidence on the pay of the constable submitted
by the Scottish Home Department.**

1. It is provided in Section 14 of the Police Act, 1919, that in making Police Regulations under the Act the Home Secretary and the Secretary of State for Scotland "shall act in consultation one with another"; and constables in Scotland have, in fact, enjoyed parity with constables in England and Wales from the introduction of the Desborough scales of pay in April, 1919. Thus, the scales of pay shown in Appendices I and VII of the Home Office memorandum apply equally in Scotland. Before 1919 the Scottish constable's pay varied from force to force as it did in England and Wales, but the Secretary of State for Scotland was required to approve the scales of pay in the case of both burgh and county forces and issued model scales. Police regulations in Scotland are now made under the Police (Scotland) Act, 1956, which was largely a consolidation measure, but the practice of common scales of pay on both sides of the Border has not been affected; the closeness of the association has been in fact enhanced by the establishment of the Police Council for Great Britain, since negotiations are now conducted in a single body covering the whole of Great Britain and not in the separate Scottish and English police councils.

2. In view of the uniformity of pay in the two countries it seems unnecessary to repeat the factual information given in the Home Office memorandum and this paper is confined to dealing with any points where there is variation between Scotland and England and to illustrating the effects of the various pay awards on the strength of Scottish forces and on recruitment and wastage.

Strength

3. *Oaksey award* (paragraph 12 of Home Office Memorandum). At the time of the award the strength of police forces in Scotland was 6,994 men and women. By 31st October, 1950, the figure had increased to 7,220, but declined again to 7,141 at 31st August, 1951.

4. *Eve award* (paragraph 14 of Home Office Memorandum). The strength rose to 7,449 by 31st March, 1953, dropped only slightly in the middle of the year and had risen to 7,457 at 31st December, 1953.

5. *Agreement of Police Council for Great Britain (1954)* (paragraph 16 of the Home Office Memorandum). This award did little to stimulate recruitment in Scotland; the figure rose to 7,530 by 31st July, 1954, but fell away thereafter, due partly, as in England and Wales, to the increase in the number of retirements on pension.

6. *Introduction of the 88-hour fortnight* and subsequent arbitration awards (1955-1958)* (paragraphs 17-19 of the Home Office Memorandum). There was a steady rise in strength from 7,554 at 31st August, 1955, to 7,729 in December, 1955, 8,108 in December, 1956, 8,120 in March, 1957, 8,299 in August 1958, and 8,578 in December, 1959.

Value of Constable's Pay and Emoluments

7. The table given in paragraph 21 of the Home Office Memorandum applies in Scotland except that the annual value of the tax-free rent allowance is lower than in England and Wales. Thus the Scottish figures comparable to the figures of 20s. 9d. and 35s. 9d. quoted under note (ii) to the table are 16s. 9d. and 26s. 5d. respectively. This difference reflects the fact that rents in Scotland tend to be lower than in England and Wales.

Recruitment

8. The average monthly rate of recruitment to the Scottish police over the years 1950-1959 was about 55; and generally, as in England and Wales, recruitment was below average during periods preceding pay awards and above average in the months immediately succeeding the awards.

* Some 45 per cent. of constables were still working all or most of the additional hours at the end of 1959.

Wastage

9. The average rate of wastage in the past ten years was just over 40 a month. The years following the 1955 pay award showed the most marked fall in wastage in Scotland (the monthly average for 1956 was down to 34); and the peak years were 1953, 1954 (particularly the latter part) and 1957, when the monthly average was 47. Wastage of probationers has remained fairly constant though 1957 was a bad year with 168 resignations compared to 130 in 1956, 142 in 1958 and 128 in 1959. For retirements after probation but without pension the peak years were 1953 and 1957 (142 in each year). As regards retirements with pension, 1950, 1953, 1954 and 1955 were the worst years, and August, 1954, with 65 retirements was substantially the worst month in Scotland.

10. The following appendices are attached:

- I. Rent Allowance
- II. Police Establishment and Strengths (Men) in Scotland
- III. Numbers of Police in Scotland, 1938 and 1945-59
- IV. The Relationship between the Constable's Pay and the National Wages Index and Police Wastage and Recruitment (Graph)
- V. The Movements in Wastage since the Report of the Oaksey Committee (Graph).

Appendix IX to the Home Office Memorandum describes the system of police pensions. Separate regulations (the Police Pensions (Scotland) Regulations) made by the Secretary of State for Scotland govern police pensions in Scotland but these are in practically the same form as the regulations for England and Wales and the description of the system in the appendix applies to Scotland subject to the substitution in *paragraph 7* of the Sheriff Court and the Court of Session for the Court of Quarter Sessions and the High Court respectively.

Scottish Home Department.
Edinburgh, 1.

7th March, 1960.

APPENDIX I

(corresponds to Appendix II
to the Home Office Memorandum)

Rent Allowance

1. The provisions in regulation 38 of the Police (Scotland) Regulations for rent allowances for members of police forces in Scotland are similar to those described in Appendix II to the Home Office memorandum, except that in Scotland (a) the maximum limit can be fixed either by the police authority with the consent of the Secretary of State or by the Secretary of State after consultation with the police authority (this second method has rarely been used), and (b) the flat-rate allowance is not prescribed as half the maximum limit but is fixed separately so as to cover the reasonable average cost of quarters for single men of the rank in question.

2. The flat-rate allowance payable in each force has been included in the following table.

**A. Maximum Limits and Flat Rate Allowances
on 31st December, 1959.**

Force	Maximum Limits	Flat Rate Allowance
I County and Combined Forces		
Angus	27/-	13/6
Argyll	27/-	13/6
Ayr	33/-	16/6
Berwick, Roxburgh & Selkirk	37/-	16/6
Caithness	21/6	11/6
Dumfries and Galloway	30/-	15/-
Dunbarton	34/6	17/6
Fife	37/6	19/-
Inverness	30/-	15/-
Lanark	18/6	15/-
Lothian and Peebles	31/-	17/6
Orkney	30/-	15/-
Perth and Kinross	30/-	15/-
Renfrew and Bute	31/-	15/6
Ross and Cromarty	25/-	15/-
Scottish North-Eastern Counties	25/-	12/6
Stirling and Clackmannan	29/6	15/-
Sutherland	20/-	15/-
Zetland	26/-	15/-
II City and Burgh Forces		
Aberdeen	27/-	13/6
Airdrie	22/6	11/-
Ayr	31/-	17/6
Coatbridge	25/-	12/6
Dundee	25/-	12/6
Edinburgh	34/6	17/6
Glasgow	40/-	20/-
Greenock	31/-	15/6
Hamilton	25/-	12/6
Inverness	24/-	15/-
Kilmarnock	31/-	15/6
Motherwell	25/-	12/6
Paisley	31/6	16/-
Perth	34/6	17/6

Note: Maximum limits and flat-rate allowances are generally approved as annual amounts; and the weekly equivalents shown above are expressed to the nearest 6d.

B. The number of constables drawing maximum limit rent allowance, showing the amounts of the payments.

Amount of rent allowance						Number of Constables
10s. and under						79
over 10s. up to (and including) 11s.						22
" 11s. "	"	"	"	"	12s.	22
" 12s. "	"	"	"	"	13s.	27
" 13s. "	"	"	"	"	14s.	20
" 14s. "	"	"	"	"	15s.	45
" 15s. "	"	"	"	"	16s.	40
" 16s. "	"	"	"	"	17s.	45
" 17s. "	"	"	"	"	18s.	43
" 18s. "	"	"	"	"	19s.	60
" 19s. "	"	"	"	"	20s.	92
" 20s. "	"	"	"	"	21s.	69
" 21s. "	"	"	"	"	22s.	101
" 22s. "	"	"	"	"	23s.	94
" 23s. "	"	"	"	"	24s.	81
" 24s. "	"	"	"	"	25s.	111
" 25s. "	"	"	"	"	26s.	91
" 26s. "	"	"	"	"	27s.	130
" 27s. "	"	"	"	"	28s.	57
" 28s. "	"	"	"	"	29s.	64
" 29s. "	"	"	"	"	30s.	121
" 30s. "	"	"	"	"	31s.	59
" 31s. "	"	"	"	"	32s.	53
" 32s. "	"	"	"	"	33s.	41
" 33s. "	"	"	"	"	34s.	35
" 34s. "	"	"	"	"	35s.	178
" 35s. "	"	"	"	"	36s.	19
" 36s. "	"	"	"	"	37s.	13
" 37s. "	"	"	"	"	38s.	8
" 38s. "	"	"	"	"	39s.	8
" 39s. "	"	"	"	"	40s.	296

APPENDIX II

(corresponds to Appendix III
to the Home Office Memorandum)

Police Establishments and Strengths (Men) in Scotland

Force	Percentage increase in authorised establishment between Dec., 1938 and Dec., 1959†	Percentage deficiency in strength December, 1959	Deficiency in numbers December, 1959	Significant increase in authorised establishment during 1958 and 1959
County and Combined Forces				
Angus	35.6	0.71	1	
Argyll	26.5	5.71	6	
Ayr	34.7	0.35	1	
Berwick, Roxburgh and Selkirk	19.6	0.78	1	
Calthness	69.6	5.13	2	
Dumfries and Galloway	37.4	2.96	5	
Dunbarton	39.1	3.20	9	6.8% on 13.2.58
Fife	52.1	2.54	12	{ 3.3% on 20.10.58 1.1% on 16.11.59
Inverness	42.6	—	—	
Lanark	33.9	0.88	4	6.4% on 19.11.58
Lothians and Peebles	51.9	6.84	24	{ 5.1% on 10.12.58 0.9% on 3.11.59
Orkney	111.1	—	—	
Perth and Kinross	41.7	4.41	6	{ 4.8% on 29.1.58 4.6% on 18.12.59
Renfrew and Bute	51.9	10.07	28	10.3% on 27.7.59
Ross and Cromarty	49.0	5.26	4	
Scottish North-Eastern Counties	32.4	—	—2*	1.7% on 28.10.59
Stirling & Clackmannan	57.0	3.50	11	
Sutherland	50.0	3.70	1	
Zetland	128.6	—	—	
City and Burgh Forces				
Aberdeen	30.3	—	—	
Airdrie	39.4	—	—	
Ayr	52.5	4.30	4	5.7% on 20.11.59
Coatbridge	40.7	—	—	
Dundee	18.5	1.99	6	
Edinburgh	26.8	2.99	30	
Glasgow	9.8	7.92	202	
Greenock	—12.1	0.81	1	
Hamilton	29.4	—	—1*	
Inverness	41.2	—	—	
Kilmarnock	51.8	—	—	
Motherwell	51.4	3.67	4	7.9% on 16.7.59
Paisley	27.3	5.35	9	8.4% on 1.9.59
Perth	42.6	1.49	1	9.8% on 25.8.58

† Forces which had separate establishments in December, 1938, have had those establishments added to those of the forces of which they now form part.

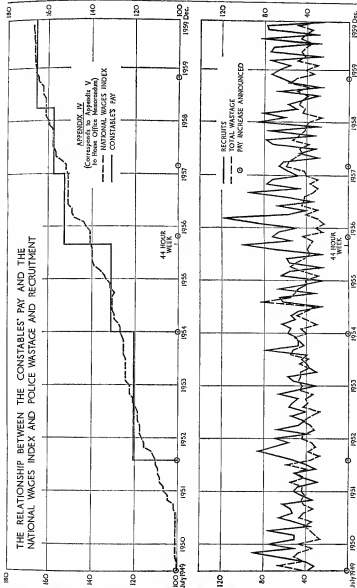
* Forces temporarily over establishment.

APPENDIX III
(corresponds to Appendix IV
to the Home Office Memorandum)

Numbers of Police in Scotland 1938 and 1945-1959.

Year (as at 31st December)	Total Police Establishment (Men and Women)	Total Police Strength (Men and Women)	Gain or loss of Police Strength during the preceding Calendar Year	Population per serving police officer	Civilian Employees	Cadets
1938	6,923	6,835	+ 163	705	113	—
1945	7,201	5,472	- 1,536	885	621	—
1946	7,383	6,488	+ 1,016	769	710	—
1947	7,475	6,844	+ 356	751	730	—
1948	7,481	7,077	+ 233	732	731	—
1949	7,505	7,003	- 74	739	724	—
1950	7,568	7,199	+ 196	718	715	47
1951	7,690	7,398	+ 99	700	715	48
1952	7,738	7,452	+ 154	686	727	48
1953	7,799	7,457	+ 5	686	728	60
1954	7,880	7,533	+ 76	680	735	65
1955	8,643	7,729	+ 196	664	750	107
1956	8,712	8,108	+ 379	635	778	125
1957	8,744	8,168	+ 60	631	796	144
1958	8,879	8,354	+ 186	618	808	155
1959	8,959	8,578	+ 224	605	838	174

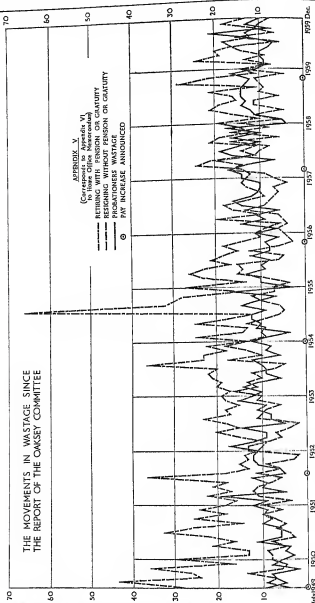
THE RELATIONSHIP BETWEEN THE CONSTABLES' PAY AND THE NATIONAL WAGES INDEX AND POLICE WASTAGE AND RECRUITMENT



THE MOVEMENTS IN WASTAGE SINCE
THE REPORT OF THE OAKSEY COMMITTEE

APPENDIX V
(Corresponds to Appendix VI
to Home Office Memorandum)

RETIRED WITH PENSION OR GRATUITY
RESIGNING WITHOUT PENSION OR GRATUITY
PROBATIONERS WASTAGE
PAY INCREASE ANNOUNCED



Examination of Witnesses

SIR JOHN ANDERSON (*Secretary*)

MR. E. U. E. ELLIOTT-BINNS (*Assistant Secretary*)

MR. T. RENFREW (*Inspector of Constabulary*)

on behalf of the Scottish Home Department

Called and Examined

300. *Chairman*: We are very grateful to you, Sir John, for coming along to see us today. May I say that the Commission has at all times been perfectly prepared to go to Scotland and, indeed, it is going to do so in the future, but it is very convenient that you are here at the same meeting as that in which we have heard the Home Office.

Your memorandum, for perfectly good reasons, is much shorter than that of the Home Office because there is so much common ground between the service in Scotland and that in England.—

Sir John Anderson: Yes. We thought it would probably be convenient to you if we highlighted the differences and allowed the common ground to speak for itself.

301. I need not repeat to any great degree what is in the memorandum. Ever since the Desborough Committee your constables have enjoyed parity, subject to certain points we can come to, with constables in England and Wales. You have a special Act of Parliament under which your police regulations are made, but you actually are amalgamated with England and Wales for purposes of the Police Council and negotiations.—The Police Council acts for Great Britain, yes.

302. I did note in paragraph 6 that no less than 45 per cent. of your constables are without the benefit of the 88-hour fortnight in part or altogether.—Yes.

303. I think, as in the case of the Home Office, I should find it most convenient to ask you to turn to your Appendix III, which corresponds to Appendix IV in the Home Office memorandum.

My feeling is that the general impression as to deficiency and population per serving officer and everything really shown on this sheet is broadly similar to that which one gets from the figures for England and Wales.—I think that is true, yes.

304. Might I look at it a little more in detail. Again, may I compare the end of 1949 and the end of 1959? There you get an increase in establishment of 1,454 in the ten years and an increase in strength of 1,575. The catch-up is not so marked in Scotland, but in Scotland, as in England and Wales, the strength is nearer to the establishment today than it was ten years ago.—That is so.

305. Another point of similarity is that at the end of last year your strength was 381 below establishment but 202 out of that 381 were in one force—the Glasgow Force.—Yes.

306. The deficiency as between establishment and strength at the end of 1959 as I worked it out was 4.3 per cent. I think that is right, but there were one or two small points that may be unimportant. At the end of 1954 the deficiency was only 347, at the end of 1955 the deficiency was 914, but I see that there has been a big jump in establishments.—I think that is the explanation.

307. It is not a sudden wastage or a sudden fall in recruitment, it is more the change in establishments.—What in fact happened at that time was that we adjusted the establishments to take account of the introduction of the 88-hour fortnight, so that from 1955 onwards the establishments are such as should permit the working of the shorter working week if the forces were up to strength.

308. Just on this question of establishments; I think you were here yesterday and heard the discussion we had with Sir Charles about establishments.—Yes.

309. Is there the same measure of unreality about establishments that we found in England? I will define what I mean. The figures for establishment are not really the figures which the competent authorities have settled on as really the best figures for the establishment but

they are affected by the deficiencies in that people have said: "Let us not put up the establishment while we have a large deficiency," and they may also be affected by the economy of certain authorities who do not want to put greater costs on the rates.—I think we would claim that on the whole our establishment figures are nearer to reality than those in England, since, as I have mentioned, we have already adjusted them to take account of the 88-hour fortnight, and in a number of cases we have made fairly recent adjustments to establishments which in our view bring them very near to what we would regard as the necessary level. The main difference, of course, is in Glasgow where owing to the deficiency in establishment it has not been felt realistic to increase the figure to what it should be in a perfect world, and I think there is no doubt that the Glasgow figure would have to be substantially raised. Outside Glasgow my impression would be that we are probably not very far short of the right number.

310. I shy from that word "realistic"! It seems to me that establishment ought to be what you want to have and not what you think you may get.—I was thinking not so much of what we might get but what we needed in a realistic fashion taking account of the police needs in the area.

311. If my recollection of the evidence yesterday is right, in looking at these figures we need not have a figure to correspond with Sir Charles's 3,000 to make up for the 88-hour fortnight?—No, that is so.

312. But probably you would like to add something to the deficiency of 381? You may say—would I be right—that another 1,000 at least and not merely 381 would be desirable?—I think it might be of that order, but we would like to look at it with more care.

313. In the last three columns of Appendix III one gets something reasonably analogous to the English and Welsh position that the population per serving police officer has gone down in the ten years from 739 to 605.—Yes.

314. The civilian employees have increased. They are not nearly in the

same proportion as in England and Wales. In the ten years they have increased from 724 to 838. Also, your cadets are still fewer in number in proportion to the population, I think, than in England.—Yes, that is so.

315. Is that decrease from 739 to 605 for population per serving officer a pretty strong indication of a good state of manning?—I think it probably is, and as indeed was brought out earlier, outside Glasgow I think our standard of manning is probably pretty fair. We do suffer in Glasgow from the difficulties which confront all the large cities of maintaining recruitment and maintaining strength, but in the county districts and outside the cities things are not too strained.

316. The sheer length of a beat in relation to the population keeps increasing as people live in lower densities—as the cities spread out.—Yes.

317. I happened to be close to Glasgow for some time but I suppose like London it has spread out a great deal into what was the country?—Glasgow, I think, has about reached its limits now and the problem is to disperse its population beyond its boundaries altogether.

318. Yes. Have you anything to say as to the civilian employment, as something which is going to develop further?—I think that, as Sir Charles Cunningham said, the move towards the employment of civilians on traffic duties will undoubtedly have its effect. I am not sure how much scope there may be in ordinary police employment for more civilians. The cadets, as you have noted, are relatively much fewer than in England, and there are some forces who do not employ them at all. Glasgow in fact have never employed cadets. They feel that on the whole they prefer to recruit in their normal fashion and they have never adopted the cadet system.

319. Over the centuries a good many Scotsmen have crossed the border into England; I did not ask Sir Charles whether there are a lot of Scots in the English or Welsh police but do you in fact export a good many young Scotsmen to England into the police force, do you know?—Very few after the

have joined the police. There is no appreciable movement of constables from one country to another. One's impression is that there are a good many Scots in the Metropolitan Police and elsewhere and, indeed, I believe that some English forces have for a long time had the tradition of advertising in Scotland and sending recruiting parties to Scotland.

320. Is that resented?—I do not think so. It is always done with the concurrence of the Chief Constable of the area, and I think generally one would feel that if the English like to take advantage of the character and intelligence of the Scots who are we to prevent them!

321. May I just look at Appendix II? There are some superficially strange figures in the column of percentage increases in establishment. One might think that Orkney and Shetland have been behaving very badly to have their establishment more than doubled in the last twenty years. Is it something to do with the Services up there?—There were very special features in Orkney and Shetland. Neither county came under the Police Act at all in the early years and it was not until 1938 and 1940 respectively that the two counties came under the Police Act and were subject to inspection and the forces were thereby increased.

322. Greenock was the one that surprised me.—What happened there, I believe, was that the Greenock Harbour Police used to be shown as part of the authorised establishment but during this period they were removed from the authorised figure. This is purely a statistical quirk. It has no relevance to the strength of the force proper.

323. The difference in the figures for rent allowances are wholly accounted for, I imagine, by the different system of tenure in Scotland?—Yes, that is so.

324. Would you say that there is any substantial difference between the qualities needed by a policeman in Scotland and those needed by a policeman in England and Wales? Does your legal system which has to be related to statute law make the education of a constable

any more complicated?—I would not say any more at all, no. The main difference in police duties in the two countries is, of course, that in Scotland we have a system of public prosecution whereas in England the police, I believe, undertake themselves a good deal of prosecuting duties. There are, of course, a number of statutes which apply in one country and not in the other, but broadly the requirements I think are the same.

325. One of the questions we asked the earlier witnesses was, how do your recruits coming in nowadays compare with the recruits coming in ten or twenty years ago? Are you satisfied with the recruits that you are getting, or have your authorities for one reason or another had to reduce their standards?—I think our impression is that the standard of recruits we are now getting is very good indeed, but I do not know whether Mr. Renfrew would like to supplement that.—*Mr. Renfrew*: The standard bears a very fair comparison with pre-war, and in fact I think within the last two or three years it has steadily risen, as you will find from an examination of the results at the Police College. Quite a number of the lads on recent inspections—I put the figure of about one in ten as a rough estimate—have their higher leaving certificates; others are on tradesman standard having left school at 15, served their apprenticeship, come out as journeymen and then decided to enter the police service. So they are of good steady quality. Physically, they are higher, on the average, than the English forces, because our minimum height is normally 5' 10".

326. I do not know whether you, Sir John, or Mr. Renfrew, could endeavour to help us on the question of why you have this exceptional difficulty in Glasgow, not in Edinburgh and not in areas which are equally urban though not nearly so large as Glasgow itself?—*Sir John Anderson*: If I might try first and then ask Mr. Renfrew to help, I think it is true to say that in the old days Glasgow used to reckon to get about 70 per cent. of their recruits from outside the city, in the Highlands or elsewhere, and I am told that recently that figure has fallen very considerably to somewhere in the region of 30 per cent., which would seem to imply that

the rural areas are drying up either because the men prefer to go into their own local forces or because other opportunities for employment are presenting themselves. That I think accounts for a substantial part of the difference. For the rest I would only guess myself that the reason is to be found in the urban conditions in Glasgow, the difficulty of finding accommodation and the general features that apply to all large cities.

327. Would Mr. Renfrew like to add anything to that?—*Mr. Renfrew*: Sir John has covered the points pretty well. There has been depopulation in the areas from which the Glasgow police drew their supplies pre-war, and I have found, speaking to a number of lads who joined the northern forces, that if they had not received appointments in these forces they would not have gone anywhere else because the local conditions in agriculture from which most of the men came in pre-war days are very much better now and there is no desire to move.

328. I have no solid basis really for what I am going to put to you, but of course it does strike one that the great areas of deficiency are London, Birmingham, Liverpool and Glasgow. They are all large conurbations, if I may use that word, but is there anything which is not first-class for the morale of the force when it is very large; there is less personal relationship and all that sort of thing in a very large unit?—I think it can be said quite truly that the men in the Glasgow police think the Glasgow police is the best force in Scotland, and there is no reason on that basis for Glasgow being under strength. I think it springs more from the conditions of industry; when industry fell as it did a couple of years ago there was a flow into the police force, but that dries up immediately the works pick up once more and the men prefer to stay out.

329. May I ask you about the question of what is called wastage? There may be a diagram here which has slipped my memory for the moment, but is it the same picture with you, that the most serious wastage is in the first and earliest years?—*Sir John Anderson*: We have a graph in our Appendix V which shows the movements in wastage. As you will see, it shows very broadly the

same picture as the English one, with peaks and troughs corresponding very much to their pattern.

330. But you do lose an undesirably large number of men in the course of their first two years?—Yes, indeed.

331. And a not very different number of men, though of course they are spread over a much greater total number of men, resign without pension or gratuity after they have ceased to be probationers; that is to say, the line for resigning without pension or gratuity and the line for probationers' wastage are not really so far apart, but of course in one case it is a number resigning out of 24 years' intake and in the other it is out of only two years of intake.—Yes.

332. *Dr. Macfarlane*: You mentioned, Sir John, in an answer to the Chairman the spread of the Glasgow area. Have you any idea what the average length of beat might be now compared with immediately before the war, as a proportion?—I would not like to venture anything on that myself. — *Mr. Renfrew*: It is very much greater today than it was because there are fewer men to cover the areas and before the war the tenemental areas were quite readily covered by relatively few men; the housing areas, being widespread, cannot get the same coverage by a man on foot.

333. The figures in Appendix III under "Population per serving police officer" I think have come down a bit more than the equivalent in England and Wales. Further, the specific figure is lower than for England and Wales.—Yes.

334. Is that due to the fact that the majority of the population, about 55 per cent. to 60 per cent. of the population virtually, live in the west of Scotland, and therefore the remainder requires a bigger police density? — *Sir John Anderson*: That may well be the explanation. I think probably there is a factor in the small density of population in some of the county areas. That is the converse of the point you were making. Mr. Renfrew is pointing out we have some further figures on this. In Orkney the population per constable is 1,028, and in the north-east counties 944. Figures of this kind of course affect the average very considerably.

335. May I ask Mr. Renfrew the question I asked Sir Charles this morning? Does Mr. Renfrew remember constables with two stripes in Glasgow once upon a time?—*Mr. Renfrew*: Yes, I do. One stripe in Glasgow once upon a time indicated eighteen months' service; I wore one. Two stripes indicated seven years' service.

336. Was there any pay change for those stripes?—No, there was the feeling that two stripes or one stripe gave status to the men when they met people in the street, but it did not mean anything in pay.

337. You heard the suggestion again this morning that there was a possibility of considering an intermediate rank between constable and sergeant; have you any views on that, Sir John?—*Sir John Anderson*: I think our views would be rather similar to that expressed by Sir Charles Cunningham; I myself have heard of no demand in the police service for that kind of half step, and I myself would have doubted whether it was desirable in the particular conditions of police duty.

338. *Sir James Robertson*: I have just one or two minor questions on Appendix II. I note that the increase in authorised establishment for Glasgow has been quite small in the period since 1938. Partly that would be accounted for by the natural reluctance to shoot up the establishment when you have not reached your present one, but is it in part the obverse of the very big increases in Renfrew and Bute, not so much in Lanarkshire, certainly, but in Stirling 57 per cent.? In other words, does this represent a shift of population, a certain diminution of formal responsibility in Glasgow and an increase in the parts falling in these contiguous counties to which population from Glasgow has been moved?—I think that is true only to a very limited extent. I would have thought that the lowness of the Glasgow figure is due in the main to the first reason which you yourself gave, that it really has not been worth while bringing the figure up very much until the actual strength has got nearer the establishment. There may be something in the question of dispersal, but I would not myself put that very high; I do not

think it accounts for very much in this figure.

339. How then would one account for the very big increase of almost 52 per cent. in Renfrew and Bute?—There are a number of other areas which show a similar tendency of course; Fife is 52 per cent., Lothians & Peebles 51.9 per cent.

340. Fife has seen tremendous development and an increase in population, has it not?—Yes.

341. Would there be a corresponding increase in Renfrewshire during the period?—Yes, I think the industrial estate at Hillington is probably a large factor in accounting for the Renfrew figures.

342. Then another interesting figure is the increase of almost 70 per cent. in Caithness; that I take it is Dounreay?—Yes, I think so.

343. The only other question I had, Sir John, was just to check Mr. Renfrew's statement about the proportion of recruits who had higher leaving certificate passes in Scotland. I wonder if you would mind giving us the figure again?—*Mr. Renfrew*: I found in the course of recent inspections that these amounted to about one in ten of the boys who were coming in.

Sir James Robertson: Perhaps, Sir Henry, I might mention that the higher leaving certificate pass in Scotland represents a very good year's work beyond the English G.C.E. ordinary level; in other words, it lies a little nearer advanced level than ordinary level in England. That may make the picture clear.

Chairman: Thank you very much.

344. *Mrs. Ryder Runton*: I wonder if I might ask Sir John a general question on this question of pay which was asked yesterday, and that is, do you feel that the police appreciate the full hidden value of their emoluments? I am thinking of their rent-free house, and so forth—or do you think it is something that is forgotten when they are assessing the value of their pay?—*Sir John Anderson*: I cannot help feeling that it would be only human if a policeman like everyone else were to pay regard in the first

place to what he actually got in his pocket at the end of the month. No doubt he is conscious from time to time of the wider value of his emoluments, but I think he would be rather more than human if he did not count up his shillings in the first place in the way in which he received them.

345. Do you consider that pay has any major relationship to the fluctuations in establishment, or would you say that other factors substantially account for the fluctuations, and if so would you elaborate on those factors?—Of course one of the great difficulties in this exercise is to isolate any particular factors with any conviction. The graphs do show a rise in recruiting following on a pay award, followed very generally by a decline until the next award comes along, and to that extent obviously pay has a considerable influence. Looking at the figures of wastage, we have got some information about the lengths of service of men who resigned without pension, and the reasons they themselves gave for resigning. That, of course, must be taken with a good deal of discretion—the reason which a man may give for his resignation may not necessarily be the complete reason—but for what it is worth, of the probationers 36 per cent. said that they left for better paid jobs, 10 per cent. were going to emigrate, 34 per cent. disliked the conditions of police work, and 20 per cent. gave other reasons unspecified. After probation but under 10 years' service, 45 per cent. said they left for better paid jobs, 32 per cent. emigrated and 12 per cent. said they disliked the conditions. Whether it is really possible to draw any conclusions from those figures I am not very sure. On the face of it it looks as though after probation but under 10 years' service pay was a greater attraction. There is also a surprising jump in the percentage who were going to emigrate.

346. *Chairman*: Might I ask on that, does going to England count as emigration?—No, I think you have to go overseas. Would it help you if we put these figures in the form of a note for you?

347. It will be on the shorthand note. Those figures are very interesting, and

certainly the emigration figure is surprisingly high, is it not?—I think that may depend on the period during which the figures were taken. For example, last year I am told the emigration figure fell to practically nothing, and there may be some other influences at work which we cannot identify.

348. And of course the reason of better pay reflects in all probability what you say is the natural reaction, more cash at the end of the month or the week, not necessarily better total emoluments logically calculated?—I think that is very true.

349. *Mrs. Ryder Runtun*: The Oaksey Committee, Sir John, suggested that the constabulary enjoyed substantial advantages over other occupations. Would you consider that was the case today, and would you consider that the constabulary themselves think so, that the federated ranks are alive to any such conditions?—I would certainly say that statement is true today. The advantages may have become slightly whittled away since Oaksey reported with the improvement in pensions and other arrangements in outside employment, but I think they are still very substantial indeed. As to your second question, it is always very difficult to judge what other people think, but I would have hoped that the police service, being composed of intelligent men, is prepared to realise that, while they may feel they are hardly used in some respects, at any rate their profession has certain advantages.

350. *Judge Temple-Morris*: Sir John, I think you have really answered my question; I was going to ask you if you knew where these men went and why when they left the police force, and to a very large extent you have answered it. If I may say so, I consider it important for this reason. To my mind a man leaves the police force because either he is disappointed or he is dissatisfied, and it is important to find out the causes of the disappointment or dissatisfaction. My experience has been that police officers who have left the police force have gone to commercial callings where their good qualities as witnesses and investigators are taken full advantage of by those authorities for

which they work. For example, I know of officers who are employed by hire purchase firms who are giving most desirable evidence. They have no doubt learnt to be excellent witnesses as a result of their police experience. I know of others who are making excellent investigations for commercial firms as a result of their experience in the police force, with the result that I do feel it would help the Commission if we could get as much information as we possibly can as to where these men go and in what fields they are now being active. Possibly, as Mr. Renfrew goes round such a lot among the forces, it might well be that he might get information on this point?—I am not sure that we can analyse our own central statistical information very much further than the figures which I indicated to the Commission just now. It is always difficult to provide any properly objective answer in a case of this kind, and I do not know how far factual information is really available.—*Mr. Renfrew*: It would be available so far as pensioned officers are concerned, and it is men of this type who are invited by such firms to carry out enquiries and investigations. It is quite true that a fair number of police officers are attracted to positions there after they have proved their value in the police force and have retired on pension, because then the firms get first-class men with a fine background and the best experience possible for investigation.

351. *Chairman*: Those are men who have served with the force for 25 years at least?—They are the men who have retired on pension.

352. They are not the wastage.—I have never heard in my own experience of men retiring from the police force in any numbers and taking up that kind of post. In my experience the men went into industry, steel works and pits and so on.

353. One or two chief constables could help us on that with more direct knowledge.—I am sure they could.

354. *Sir George Turner*: The rates of pay are the same throughout Scotland?—*Sir John Anderson*: Yes.

355. I know this is a mystery, but surely if it is adequate for Glasgow

somebody must be living very comfortably in the country districts?—Of course, the rent allowances vary considerably, and rent and rates I think are probably the largest factor in accounting for different standards of living.

356. Has a case been made at any time for a thing corresponding to a London allowance in Glasgow?—I am not aware of any, no.

357. Do you think there is anything in that?—I would very much doubt it. It has always been felt by the Department I think, as by the police service, that a uniform system of pay is desirable, partly because it is always felt that police duty is essentially the same wherever it is carried out, and partly because of the enormous complications into which you would enter if you tried to devise a varied system. After all, many county forces contain both urban and rural centres and a man is liable to serve from time to time in the course of his career either in town or in country districts. Similarly, the movement of population may mean that a burgh boundary is extended and that an area which was previously rural becomes urban, and so on. I think it has always been felt that the practical difficulties would be so extreme as to make a differential scheme almost unworkable.

358. *Mr. Burman*: I wonder, Sir John, if you could tell us something about the method of housing the police in Scotland, as to whether it varies from the English system, because you did mention that in Glasgow housing difficulties might be one reason why you were short of men. I know in some English areas the local authority allows the police authority to have houses for the police; does that happen in Scotland as well?—The general requirement is of course the same in both countries, that the police authority require either to provide quarters or to pay a rent allowance. I do not know if Mr. Elliott-Binns has any added information on this.—*Mr. Elliott-Binns*: Approximately half the police in Scotland are living in police authority owned houses at present. Some of those are built by the police authority in its own right as police houses, quite a number are built by the housing authority as part of one of their general schemes and then sold to the

police authority. Glasgow is building a substantial number of houses as police authority, and each year there is an increasing number of Glasgow policemen in police houses. Before the war there were very few I think in Glasgow, so the lag there compared to the county forces is much greater.

359. The problem will solve itself within a period of years?—There is a tendency, one finds, for the houses not to be wanted as much as they used to be. Quite a lot of police officers prefer to be either in a local authority house which they can stay in or a house which they own themselves and into which they can retire, and I think we will find that our housing programme gradually levels off as the demand meets the supply.

360. *Mr. Fraser*: Is there much transfer between one force within Scotland and another?—*Sir John Anderson*: No, it is very rare.

361. If there were a Glasgow allowance or something of that sort would that not tend to make the ambitious man in another area come to Glasgow where there is a deficiency, and might not that be in the public interest?—Yes, that certainly might be one of its effects.

362. I think you, rather like Sir Charles Cunningham, are a little apprehensive that any differential rate of pay might either be very complicated or might have other disadvantages?—I think a differential given for recruitment reasons would certainly be very embarrassing, or potentially so. After all, if it were to succeed, then presumably the differential should be removed. If it were not removed then you have created for one reason a super police force without justification.

363. In your graph, which is Appendix V, there is a line for probationer wastage exactly corresponding to the English graph.—Yes.

364. Does probationer wastage include probationers who resign and also those who are dismissed or found unsatisfactory?—Yes.

365. Can you give us any indication as to what the proportions are of resignations and of men not taken on permanently?—I cannot give you exact

figures, but they are very small compared to the probationers who resign voluntarily.

366. I noticed one matter rather of detail; there is a rather curious difference between the rules for rent allowance in Scotland and those in England; I think there are two differences. It is in Appendix I of the Scottish Home Department memorandum. In Scotland the maximum limit can be fixed either by the police authority or by the Secretary of State. I think in England that is not so. Do you know why that should be?—No, the power of the Secretary of State in Scotland is not paralleled in England. I think this is one of the differences which are purely historical. It just so happens that this power has existed in Scotland and it has never been repealed but, as we say in the memorandum, it is very rarely used.

367. I think also the flat rate allowance in England is always half the maximum limit and that is not necessarily so in Scotland. Is there any special reason for that?—No, no substantial reason, except that we felt it desirable to keep a certain degree of discretion to allow for the case where a good argument can be made for a special flat rate allowance.

368. I must say it rather seems to the outsider that it is more logical to leave it variable than to have it always fixed at half the maximum limit. There are some variations apparently in the Scottish areas shown in the Appendix, I think.—Yes, in some cases the flat rate allowance is more than 50 per cent, and we feel that on the whole it is as well to keep that discretion.—*Mr. Elliot-Binns*: If I could supplement on that, one of the reasons is that in the county areas where nearly all the men are in police houses you may get only an odd one or two getting a rent allowance, so that the maximum limit required to cover those men may be very small as the two or three men are living in, as it happens, cheap houses. It would not be fair to the single men in those areas that their rates should be artificially depressed because of this purely fortuitous instance of housing for the married men. Similarly, we have had cases working the other way round, where a local

authority housing scheme in the area have had their rents put up to an unusually high figure for the neighbourhood. It was clearly fair that any police officer living in those should be covered, but it was thought perhaps not necessarily reasonable that all the single men in the area should benefit from that fortuitous increase. That is the kind of reason for this flexibility.

369. I notice, for instance, Lanark where the maximum limit is 18s. 6d. and the flat rate is 15s. which is very much more than half. Is there any special reason for that?—That will be almost certainly because there are comparatively few married men not living in police houses.

370. *Chairman*: Before the ball passes entirely from Mr. Fraser I wonder if I can ask you a point on which both he and you will be familiar. Your system of prosecution in Scotland is quite different from the system in England.—Yes.

371. I do not know whether you have ever worked in the Home Office yourself?—No, I never have.

372. I suppose you save police manpower through the Scottish system compared with the English system?—Yes, I think that is true. The police, of course, are still responsible for preparing the case; they collect the evidence, working under the guidance of the Procurator Fiscal, but I have no doubt the fact that they do not actually appear in court. . . .

373. They appear in court only as witnesses, not conducting cases?—Quite; not as prosecutors.

374. One has seen criticism of the English system in that. Do you favour your national system?—Undoubtedly; I think there is no voice in Scotland that would be raised for any other method.

375. *Mr. Fraser*: I would like to ask one question arising out of that. Might it be that the Procurator Fiscal is more exacting in the standard of precognitions or statements which he requires from witnesses than the police themselves would be, or do you think there is nothing in that?—I would find it very difficult to judge on that, having seen only one side of the system.

376. If he were it might mean that he was in fact taking up more of the police time in checking up statements precisely?—Yes.

377. *Dr. Goodhart*: I was going to ask you about the position of the Procurator Fiscal when the Chairman did. It is not only a question of saving work but it seems to me a question of shifting the responsibility. Do you think it is a good idea that the Procurator Fiscal should be held responsible for being the prosecutor, rather than the English method?—It is of course a system that has obtained in Scotland for very many years and, as I said earlier, I have heard no criticism of it, certainly no criticism in principle.

378. I have seen some suggestion that some of this what we call wastage in the police force in England is due to criticism of the police in the way they may conduct a case. Occasionally you see magistrates and even judges criticise the police. Do you think that happens less frequently in Scotland where the responsibility for bringing the case is on the Procurator Fiscal?—Certainly any odium that may attach in that matter would in Scotland attach to the Procurator Fiscal and not to the police.

379. *Chairman*: It is rather unfair to be asking these questions of you when we have not asked Sir Charles anything about it, but no doubt we shall have some opportunity of doing so. Would it be the Scottish view that the job of the constabulary is to prevent crime and to detect crime but not to prosecute for crime?—Yes, I think that is so.

380. And you get a measure of independence of view and less risk of what might in unfortunate circumstances be a formation of view together, when the prosecution and the witnesses are really of the same body?—Yes, I think that is true.

381. *Mr. Hetherington*: I have just a simple question on pay, Sir John. The figures you have provided show that more than one-quarter of all the police in Scotland are in Glasgow; they also show that more than one-third of all the crimes known to the police in Scotland are in Glasgow. We have heard that the morale of the Glasgow police is high, that it believes itself to be the best in

Scotland. We have also heard that when industry was depressed in the Glasgow area two years ago recruiting was better there but that industry having come up again recruiting is perhaps not quite so good. Does not this suggest that, whether by a Glasgow allowance or by an overall increase in pay, you can solve your recruiting problem, especially in competition with industry?—I am always a little nervous of drawing a general conclusion from a set of particular facts. I think certainly the figures over the years have brought out the fact that improved pay does produce an increase in recruitment. I think there are probably limits to which that fact would operate.

382. If your sources of recruitment in the Highlands and in the agricultural areas are drying up, will it not be more important to be able to compete with industry on at least equal terms?—Yes, I think that is true, and to the extent that wages in industry may be going ahead then I would agree there is a case for considering again the police salary.

383. *Mr. Hobson*: I was interested in the figures you gave of density of police according to the population. I understand that in the more sparsely populated areas there are fewer policemen compared to the amount of population?—In some areas, yes.

384. In Orkney and the north-east I think it was one police officer to every 1,000 population?—That is so, yes.

385. We discussed the other day the comparative figures between Central Africa and this country, and I think there are about 750 in the Federation to one police officer. It does show that both in Scotland and in this country since before the war the number of police officers has substantially increased in comparison with the population?—Yes.

386. And that is even more so when one takes into account the additional civilian employees?—That is quite true, yes.

387. Do you foresee that tendency continuing in the future, or have we got to an adequate level, in Scotland at any rate?—I would expect the tendency to continue to a limited extent.

As was said earlier, I am not sure that even our authorised establishments are in all cases fully representative. I think there is bound to be a further increase in establishments and ultimately, we hope, in actual strengths.

388. Has crime been increasing in Scotland as in England?—Yes, during the last few years the figures have been going up.

389. It is very depressing; the more police officers there are per population the more crime seems to go up. They do not bear any relation to each other I suppose?—I would hope not.

390. One other question on quite a different subject; has Scotland ever had the equivalent of Hendon Police College?—No.

391. Has it any police staff college as England has at present?—Yes, we have our police college which consist of a centre for higher training and also two recruit training centres. We are proposing later on this year to merge all these in the same establishment, so that we shall have one training centre for all the Scottish police.

392. And that is where the training for the higher ranks is given in Scotland?—Yes.

393. And does it provide proportionately as much training for officers who are due for promotion as the English college?—Yes, the system is very much the same.

394. It is on the same lines and with the same objects in training for higher ranks?—That is so.

395. My only other question was, in view of the supposed difference between the national characteristics, do you think that an increase in pay is likely to have more or less effect in Scotland?—Perhaps we should look at the Aberdeen figures particularly!

396. *Chairman*: Do any Scots go to Rytton, and vice versa? Is there any interchange between the two colleges?—Not now; I think it was so at one time but not now.

397. You are doing your own?—Yes.

398. *Sir Ian Jacob* : It seems to me, looking at the figures, that in Scotland, except possibly in Glasgow, there is not any particular shortage of police worth mentioning?—Yes.

399. This is in fact true in England except for these centres. Is there therefore in your opinion anything really wrong with the situation, either with regard to pay or in other respects, leaving on one side any question of the relationship between the police and the public which is rather a separate issue, is there anything on the pay and conditions and so on of the police that requires attention urgently?—We shall obviously be happier when the time is reached at which all forces are up to strengths and the authorised establishment fully represents the needs of the area. I think, certainly in Glasgow, we have a considerable way to go before we reach that level. It was mentioned earlier too that some 45 per cent. of the constables in Scotland are still working more hours than the 88-hour fortnight, and we should like obviously to get rid of that situation too. Whether that means I assent to your proposition or disagree with it I am not quite sure. I think we would feel that that situation as it exists should be put right, and to that extent we cannot be content with today's results.

400. *Dr. Macfarlane* : Mr. Renfrew, in answer to Sir James you mentioned one in ten of the boys entering the police having higher leaving certificate passes. Is there any pattern of the distribution of these boys? Are they from near Glasgow or Edinburgh, or are they fairly well spread?—*Mr. Renfrew* : Fairly well spread, rather to the north.

401. *Mrs. Ryder Runton* : May I just ask one very short supplementary question? I think Sir Charles Cunningham yesterday expressed the view that the Police Council is in everybody's opinion an efficient and suitable body to discharge its responsibilities. The Police Council of course is now the Police Council for Britain, and I wondered if you shared that view and feel from the point of view of the forces that they are happy, not necessarily with the result, but at least with the manner in which problems are being fought and their pay is dealt with by the Police Council in

Britain?—*Sir John Anderson* : I would have thought so, yes. I think there is no doubt that negotiation on a Great Britain basis is essential in present conditions. Although the two statutory Police Councils still exist, one for England and one for Scotland, yet nevertheless with the co-ordinating body at the centre the main negotiations can take place on a proper basis for both countries.

402. *Sir James Robertson* : Sir Charles mentioned jocularly that he had the impression that the teachers of Glasgow get what he called "danger money." In fact he was wrong of course. The teachers would very much like to have and feel they are entitled to have a preferential scale, as indeed they had in the years before the second world war. It is significant that just as the police shortage is particularly acute in Glasgow so of course is the shortage of teachers. It is without exact parallel anywhere in Scotland. I wonder if these facts suggest that the total of economic, social and cultural conditions in Glasgow do make the work of the teacher, and in its different way the work of the police, particularly burdensome. Do you feel that this is a sufficient problem within a problem that the Commission should consider seriously whether there is not a case for some departure from the standard scale in regard to Glasgow and its recruitment?—I am sure that the Commission will want to consider very particularly the position of all the large cities. Glasgow is I think on the whole proportionately rather better than some of the big English cities which are 14 per cent. and even 20 per cent. below establishment, but of course you have got precisely the same situation, albeit on a slightly smaller scale, and I have no doubt that one of the things the Commission will want to look at very particularly is whether and to what extent the problem can be reduced to one of the cities, and if so what solution can be found to it.

403. *Chairman* : But I gather, Sir John, you were thinking that we should at any rate think very carefully before we recommended that a Glasgow constable should be paid more than an Edinburgh constable?—I would certainly hope so. I would certainly hope that you would look at it all round and consider the

objections to any solution on those lines as well as the advantages.

404. *Mr. Hobson*: We know there is a shortage of police officers and teachers in Glasgow. Do they also find it difficult to attract doctors and nurses for service in Glasgow, do you know?—

I would not have thought so off-hand, but I cannot answer for them.

Chairman: The Commission will now adjourn and will issue a public statement as to when their next public sittings will be.

(The witnesses withdrew)

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Royal Commission on the Police

MINUTES OF EVIDENCE

3 (Part I)

Third Day, Tuesday, 26th April, 1960

WITNESSES

Police Federation of England
& Wales

Scottish Police Federation



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MINUTES OF EVIDENCE TAKEN BEFORE THE Royal Commission on the Police

THIRD DAY

Tuesday, 26th April, 1960

Present :

SIR HENRY WILLINK, BT., M.C., Q.C. (*Chairman*)

MR. J. C. BURMAN	DR. J. W. MACFARLANE
LORD GEDDES OF EPSOM, C.B.E.	MRS. M. A. RICHARDSON
DR. A. L. GOODHART, K.B.E., Q.C.	SIR JAMES ROBERTSON, O.B.E.
MR. C. L. HALE, M.P.	MRS. K. RYDER RUNTON, C.B.E.
MR. J. G. S. HOBSON, O.B.E., T.D., Q.C., M.P.	JUDGE OWEN T. TEMPLE-MORRIS, Q.C.
SIR IAN JACOB, G.B.E., C.B.	SIR GEORGE TURNER, K.C.B., K.B.E.
MR. T. A. CRITCHLEY (<i>Secretary</i>)	
MR. D. G. MACKAY (<i>Assistant Secretary</i>)	

Memorandum of Evidence on the Fourth of the Terms of Reference submitted by the Police Federation of England and Wales and the Scottish Police Federation.

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INTRODUCTION

The Police in Great Britain "men and women" in the ranks of Constable, Sergeant, Station Sergeant, Inspector and Chief Inspector are represented by two organisations:

The Police Federation for England and Wales and
The Scottish Police Federation.

We work closely together on all issues and have, therefore, decided to submit a joint statement to the Royal Commission on Section (4) of their terms of reference, namely, to consider:

"the broad principles which should govern the remuneration of the constable, having regard to the nature and extent of police duties and responsibilities and the need to attract and retain an adequate number of recruits with the proper qualifications."

The Royal Commission has been warmly welcomed by the federated ranks of the Police Service who, on 31st December 1959, numbered approximately 79,500 men and women in England and Wales and Scotland. We have felt for many years that the status, pay and efficiency of the Police Service have been declining because the general rise in the standards of the community at large has not been reflected in the police. And we have felt gravely concerned that this should be taking place at a time when recorded crime is higher than ever before.

Our proposals cover among other things, the principles that should govern the pay of the police, a description of their duties and responsibilities and, above all, our deeply held conviction that pay must be raised very substantially indeed if we are to recruit and retain an adequate number of men of the right calibre.

We wish to emphasise to the Royal Commission that the deep desire of the federated ranks of the Police Service is to serve the community honestly, impartially, fearlessly and efficiently. Our plea to the Royal Commission is that you should help us to do so by fixing such rates of pay as will restore the status of the police to its former level. Then we believe the preservation of law and order, the protection of the subject and the safeguarding of property can safely be left in good hands.

I. THE CONSTABLE'S PAY AND STATUS WAS MUCH HIGHER THAN THE AVERAGE WORKER IN THE NINETEEN TWENTIES AND THIRTIES

1. The constable is convinced that the responsible nature of his duties is poorly rewarded by comparison with rates of pay and conditions in other occupations. In saying this, the Police Federations take into account all the major factors on both sides of the balance sheet. On the one hand, the advantages of the rent allowance and of a good superannuation scheme, and on the other hand, the distasteful and disagreeable character of much of the Constable's work and, on occasion its hazards: the strict discipline under which the Constable works, which pursues him into his private life, and the disruption to his family caused by the shift system.

2. Because of the low rates of pay that the Constable has suffered since the end of the Second World War, his status in the community is declining and respect for his office is lower than it was before the 1939/45 War.

3. Older members of the Force who remember pre-war days in the Service are unanimous that the pay and status of the police were relatively much higher than they are today. Their views are summed up by the Chief Constable of Southend, who himself joined the Force as a Constable in 1931. He says:

"When I joined the Police Force in 1931 my pay was £3 10s. 0d. per week, to which was added 7s. 0d. single man's lodging allowance and 1s. 0d. boot

allowance, making a total of £3 18s. 0d. A deduction of 3s. 6d. was made for superannuation bringing the amount which I received in my pay packet to a total of £3 14s. 6d. Income Tax could be almost disregarded because the amount paid was so little that it could hardly be calculated on a weekly basis.

This was considered good money, and compared very favourably with money earned by skilled persons in a wide variety of employments. In fact I believe the average rate of pay for a skilled man in industry at that time was about £2 10s. 0d. per week.

In addition to the comparatively high wage rate then enjoyed by the police, there were other advantages not enjoyed by people in other employments. At that time there was a great deal of unemployment, and the police force offered security enjoyed by comparatively few other occupations. Pensions were not enjoyed by so many people as is the case today, and such things as free medical treatment were enjoyed by the police, so that as well as being well paid, members of the police service in the 1920s and 1930s enjoyed many advantages which were almost peculiar to the police service, but are now enjoyed by the majority of the community.

It is not surprising, therefore, that in the late 1920s and in the 1930s a higher standard of recruit was attracted to the police service than ever before or since."

4. Such comparisons as exist about pre-war rates of pay bear out the Chief Constable's conclusions. For example, a table of average weekly earnings in various occupations is published in Mr. Colin Clark's standard work *The National Income 1924-1931*. This book was published in 1932 and in it he tabulates the average weekly earnings of a number of occupations as follows:

MALES		AVERAGE WEEKLY EARNINGS	
		s.	d.
Distributive Trades	...	48	6
Carting and warehousing	...	51	7
Catering Trades	...	42	6
Seamen	...	62	0
Tram and bus men	...	68	6
Dock Labourer	...	60	0
Post Office	...	57	6
Police	...	90	0

(*The National Income 1924-1931*. Table XIX, page 58)

5. The Commission will observe that Mr. Colin Clark shows the average earnings of a Constable as 90s. per week. At that time the maximum pay of a Constable was 95s. per week. None of the range of occupations shown in Mr. Clark's Table comes within striking distance of the Constable's maximum pay and all of them are below the minimum starting pay of 70s. per week.

6. Another contemporary indication of weekly earnings is given in a pioneer work *The National Income 1924* by Bowley and Stamp. They estimate that the average earnings of adult males in full work was about 60s. per week.* They interpret "full work" as no more than 44 weeks per year, the remaining 8 being allowed for sickness, unemployment and holidays. Real earnings spread over the year were, therefore, less than 60s. per week. This compares with the policeman at that time whose actual rates were 68s. 3d. to 92s. 6d. per week.† The policeman, of course, did not suffer as did the average worker from unemployment and, on the other hand he benefited from both paid sick leave and paid holidays.

* *The National Income 1924* Bowley and Stamp, page 30.

† True rates were 70s. to 95s. per week but the Police Service was suffering 2½ per cent. cuts.

7. Although the collection of data by experts like Colin Clark, and Bowley and Stamp had not reached the levels of refinement now achieved by Ministry of Labour statistics, nevertheless they bear out the recollection of the Chief Constable of Southend that the starting rates for a policeman were considered "good money".

8. Bowley and Stamp, in the course of the same work, *The National Income 1924*, brought together from the Ministry of Labour Gazette a number of statistics showing the weekly earnings of large groups of workers in selected weeks. For purposes of comparison we have added the Constable's rate of pay.

AVERAGE WEEKS EARNINGS OF ALL EMPLOYED IN SELECTED
WEEKS† 1924

INDUSTRY	MALES*	
	s.	d.
Metals generally, including engineering and ship building	54	8
Textile industries	51	6
Clothing industries	54	10
Wood and furniture industries	53	6
Paper industries	57	0
Printing and binding industries	75	3
Bricks, pottery, glass and chemical industries	56	6
Public utility services	59	11
<hr/>		
Constable (minimum)	68	0
Constable (at five years)	78	0
Constable (maximum)	92	6

These figures are startling. They reinforce those contained in Colin Clark's Table XIX and are of the same order of magnitude. They show that in 1924, there was not a single occupation in which average earnings exceeded the maximum pay of the Constable. Only in printing and binding (a traditionally highly paid industry) did average earnings exceed the minimum of the Constable's scale. No doubt the top earnings in some of these trades were much nearer the top pay of the police, but average earnings in all the industries quoted were much lower.

9. A number of the figures shown in Bowley and Stamp's table were included in the Ministry of Labour Gazette in July 1927. They published a table covering the average earnings for four specimen weeks in March 1925 for a total of 3,118,645 male workers. Average earnings in the four specimen weeks were 56s. 3d. per week. These figures included young men under the age of 21.

10. Taking these figures in conjunction with Bowley and Stamp's estimate that 60s. per week represented the average adult male earnings in industry, it is a reasonable deduction that the Constable's maximum pay of 95s. per week was 55%-60% more than the average earnings of all male workers.

11. This would not be surprising, for the Desborough Committee on the Police Service, 1919, deliberately recommended new scales of pay at a much higher level than before. The Committee was set up because of grave discontent in the Service which resulted in a Police Strike in 1918—an unprecedented event. Their conclusions were: "... having regard, however, to the nature of police work and

† (*The National Income 1924*, Bowley and Stamp, page 35)

* including youths under 21.

to the responsibilities to which we have referred, we consider the pay of a policeman should not be assessed on the basis of that of an agricultural labourer or an unskilled worker as has been the case." (paragraph 34). They accepted the contention put before them by many witnesses "... that the married men have not sufficient to maintain themselves and their families in a manner suitable to their position." (paragraph 37). They set down in their report the current weekly earnings in a number of employments and then recommended police rates of pay that were much higher than any they had quoted.

12. In later years there was never any disagreement that the Desborough Committee had deliberately raised the Constable from out of the ranks of the unskilled workers.

13. The Higgins Committee on Police Pay (New Entrants) in 1933 said of the Desborough Committee that it "... recognised and decided to stimulate the gradual improvement in status which had come about in the natural course of development and in consequence of the general raising of the community's standard of living and education—a process which in some respects had been accelerated by the War." (paragraph 19). And later, "Desborough", they said, "... intended that the status of police work as a profession should be permanently raised; and we are satisfied from the evidence which we have heard that this was a wise intention" (paragraph 21).

14. Oaksey too accepted that this had been the intention of the Desborough Committee and estimated that the average remuneration of the Constable following the implementation of the Desborough Report was 78% higher than the seven other occupations quoted by Desborough. This figure is also higher than the figure of 55% to 60% which the Federation now puts before the Royal Commission, but our figure is related to the average male earnings in all industries and not in certain selected industries. The two figures are sufficiently close together to conclude that police standards of pay were substantially higher than those of the average male wage earner.

15. For the next twenty years after Desborough fixed substantially higher standards of pay for the police than those of the average worker, there was no alteration in their relative status. Industrial earnings remained almost static for two decades due to the high level of unemployment and the nation's failure to make full use of its economic resources. Professor Bowley shows this in a later work, *Studies in the National Income* (1942). He gives the average weekly earnings of all males as follows:

YEAR	WEEKLY EARNINGS
1924	54.4s.
1931	53.7s.
1935	54.7s.

(page 62)

This conclusion has been borne out by later researches, notably by the Oxford Institute of Statistics. Their figures show:

YEAR	AVERAGE WEEKLY WAGE RATE
1920	100
1924	70
1932	67
1938	72

16. There is every reason to conclude from these figures that the recollections of older members of the Forces is correct. Their pay and their status was much higher in the 1920s and 1930s than that of manual workers.

II. THE CONSTABLE HAS SUFFERED A CALAMITOUS DECLINE IN PAY AND STATUS DURING THE NINETEEN FORTIES AND FIFTIES

17. We now invite the Commission to consider how the relative position of the Constable has worsened by comparison with the average worker in 1959/60. The decline in his relative status and pay is calamitous. The figures in the following table have been extracted from the Ministry of Labour Gazette for February 1960, page 45. We have added the current scales of pay of Constables for comparison:

AVERAGE WEEKLY EARNINGS IN SECOND PAY WEEK IN OCTOBER 1959

INDUSTRY GROUP	MEN (21 years and over)	
	s.	d.
Treatment of non-metalliferous mining products other than coal	272	1
Chemical and allied trades	274	10
Metal manufacture	303	4
Engineering, shipbuilding and electrical goods	279	7
Vehicles	304	8
Metal goods not elsewhere specified	285	8
Precision instruments, jewellery, etc.	272	0
Textiles	248	1
Leather, leather goods and fur	250	2
Clothing	235	11
Food, drink and tobacco	248	4
Manufactures of wood and cork	265	5
Paper and printing	322	6
Other manufacturing industries	284	8
All manufacturing industries	281	3
Mining and quarrying (excluding coal)	255	1
Building and contracting	259	2
Gas, electricity and water	250	4
Transport and communication (excluding railways London Transport and British Road Services)	261	9
National and local government service	206	7
All above including manufacturing industries	270	9
(Average weekly hours = 48.5)		
Constable (minimum)	195	6
Constable (5 years service)	235	9
Constable (maximum)	266	5
(for 44 hour week)		

18. The Constable at the maximum of his scale is no longer 55%-60% ahead of the average workers earnings. He has fallen so far that he is actually getting less pay than the average. Even a Constable working a 48 hour week (i.e. 4 hours overtime) earns only 302s. 8d., which is no more than 12% more than the average industrial worker. And no more than one third of Constables work a 48 hour week. Lower down the scale, for example after 5 years service, the difference is frightening, as the table shows. It amounts to this. A fully trained Constable, after 5 years service who has probably passed his promotion examination for Sergeant, can reckon that the average worker in almost any other occupation we can mention will be getting higher pay. Pages 50/51 of the Ministry of Labour Gazette for February 1960 confirm this. They show the average earnings in 132

separate occupations covering approximately 7 million workers. In 113 occupations with 6.4 million workers, the average earnings are higher than for a policeman with 5 years service. In only 19 occupations covering no more than six hundred thousand workers are the average earnings lower.

19. But this is not the worst of the story. The same tables show that in 66 occupations covering 2,692,655 workers, average weekly earnings are higher than those of a Constable, even when he has reached his maximum of 266s. 5d. per week.

20. It may be argued that it is unfair to compare earnings of men working 48.5 hours per week with a constable working 44 hours per week. But when a constable makes comparisons, he looks at what he can expect to earn in a week, and if he is confined to 44 hours a week, there is no way in which he can increase his earnings. Unlike an industrial worker, he is not free to move to another firm where overtime can be found.

21. As an alternative, the Federation have heard of some instances where a Chief Constable has been giving his men permission to take other civilian work after they have finished duty. In our view this is highly undesirable. A constable should be paid sufficient to be able to hold himself aloof from spare time work which might lead to embarrassment or to a conflict of loyalties.

22. Moreover, we emphasise that the figures quoted for men's earnings in the preceding table are *averages*. In engineering and other manufacturing industries, there is a well known earnings divergence between the top and bottom that gaps most widely in industrial areas such as Birmingham and Coventry—the very areas where it proves most difficult to recruit sufficient constables and where there is a steady drift from the police into engineering. We have not been able to obtain up to date comparisons, but the following table for the year 1952 illustrates the earnings gap. The table compares a police constable's pay with the average weekly earnings of all skilled engineers, and then, to show how incomplete is the picture given by average weekly earnings, we show the average weekly earnings of engineering fitters in some of the top paying firms.

WEEKLY EARNINGS

POLICE CONSTABLE		SKILLED ENGINEERING WORKERS	ENGINEERING	FITTERS
Minimum	Maximum	National Average	National Consolidated Min. Rate	Top paying firms Birmingham, Coventry, London
153s. 4d.	193s. 7d.	205s. 2d.	129s.	353s. 331s. 290s.

23. The Commission will see that earnings in the top paying firms eight years ago bore no relation to the national minimum rate for the job of 129s. per week. Workers in these firms were in an entirely different earnings bracket from the Police Constable, even at his maximum, for they earned between £5 per week and £8 per week more than he did. Their earnings were far in excess of a Sergeant at his maximum, being between £3 and £6 per week more; they were even in excess of a Police Inspector at his maximum, being between £1 and £4 per week more.

24. This is an astonishing change from the position in the 1920s and 1930s and we submit that the Commission cannot believe it to be right that an engineering fitter should be getting more for his work than a Police Inspector who is carrying a heavy responsibility supervising a substantial number of men, has passed two examinations and secured promotion twice. Although we have no exact information about present day conditions, our belief is that discrepancies in earnings between the police and engineering fitters in Birmingham have not changed.

25. But by definition, a policeman is above average in character, ability and intelligence and we would, therefore, expect to find him in the upper earnings bracket of the occupations we have quoted or in any of the other occupations listed in the Ministry of Labour Gazette. To the extent that this is true, the table does not reveal the degree to which the policeman's pay has declined relatively to other workers and, in our view, this more than offsets the difference in working hours. Such a situation as is displayed by the Ministry of Labour Table of earnings would have been inconceivable 25 years ago. The Federations submit that the Royal Commission need not look any further to discover the cause of the discontent among serving Police Officers, the constant drain of trained manpower from the Service, the difficulties in finding sufficient recruits of the right standard and the inability to fill police establishments.

26. What has caused this dramatic decline in the fortunes of the Police Service? The rot set in during the War when earnings rose in industrial occupations whilst police pay lagged behind. Since the War the decline has continued and the policeman has slid down the wage structure with hardly a pause. Once again, we quote the views of the Chief Constable of Southend about the position of the present day recruit.

"Now consider the position of the young man joining the police service today. His weekly rate of pay is £9 15s. 6d. to which is to be added £1 1s. 3d. single man's lodging allowance and 3s. 0d. boot allowance, making a total of £10 19s. 9d. from which has to be deducted 11s. for superannuation, 9s. 11d. National Insurance contribution, and an average of £1 4s. 4d. Income Tax bringing the net figure to a total of £8 14s. 6d. This is not even three times the amount which a recruit actually received in 1931 and it is unnecessary to point out that £3 14s. 6d. in 1931 was worth considerably more than £8 14s. 6d. today.

Were this the only disadvantage which a member of the police service is suffering today it would not be so bad, but one must also take into account the difference in relationship of police to other members of the community.

There is now full employment so that the security which the police service has to offer is no longer an attraction, any more than is our pension, because so many people now enjoy not only the improved old age pension scheme but a variety of private pension schemes, for which many employed persons do not even have to contribute.

Then, most persons in other types of employment enjoy much improved conditions of work the five-day week, for instance, and fewer people are working at awkward times or at weekends, and those who are required to work long or awkward hours are usually more adequately compensated by very high rates of pay.

The Police Force, therefore, as well as being a badly paid service is, from the point of view of conditions of service, also an unattractive one compared with other employments enjoying so many privileges and advantages over the police."

27. The following table shows the decline in the relative position of the Police Constable since the end of the Second World War, giving 1935 as a standard year for comparison. The table shows the actual pay increases in the Police Service since 1946 and with average earnings of adult men at the date nearest to the appropriate police pay increase. The figures for men's earnings have been extracted from the Ministry of Labour Gazette.

Base Date	MEN'S EARNINGS M. of L. GAZETTE		POLICE CONSTABLE			EXCESS OF P.C.'s PAY OVER MEN'S AVERAGE EARNINGS			POLICE CONSTABLE'S PAY AS % OF MEN'S EARNINGS		
	Weekly	Yearly	Minimum	at 5 years service	Maximum	Minimum	at 5 years service	Maximum	Minimum	at 5 years service	Maximum
1935	54/7*	£143*	£182	£208	£247	+£39	+£65	+£104†	127%	146%	175%†
April, 1947 Nov. '46 settlement	123/5	£321	£274	£305	£365	-£47	-£16	+£44	85%	95%	114%
Oct., 1949 Oaksey Award July, 1949	142/8	£371	£330	£370	£420	-£41	-£1	+£49	89%	100%	113%
Oct., 1951 Trustam Eve Award July, 1951	166/-	£433	£400	£440	£505	-£33	+£7	+£72	92%	102%	117%
April, 1954 Pay Settlement January, 1954	197/8	£515	£445	£485	£550	-£70	-£30	+£35	86%	94%	107%
April, 1956 Morrison Award December, 1955	235/4	£613	£475	£580	£640	-£138	£33	+£27	77%	95%	104%
April, 1957 Morrison Award February, 1957	241/6	£629	£490	£595	£660	-£139	-£34	+£31	78%	95%	105%
April, 1958 Morrison Award April, 1958	253/2	£660	£510	£615	£695	-£150	-£45	+£35	76%	93%	105%
April, 1959	262/11	£685	£510	£615	£695	-£175	-£70	+£10	74%	90%	101%
October, 1959	270/9	£704	£510	£615	£695	-£194	-£89	-£9	72%	87%	99%

* Professor A. L. Bowley Studies in the National Income, 1942 (page 62).

† This is overestimated as Bowley's estimates are for "all Males" and not for "Men only".
155% or 160% is nearer the figure.

28. It might have been expected that in post-war years, attempts would have been made to salvage police pay from the relative decline it suffered during the War. But this was not so.

29. The first major post-war investigation into police pay was conducted by the Oaksey Committee in 1948/49. They stated the principle of police pay fairly enough:

"In our view it is essential that members of police forces should be contented and reasonably free from financial worry. They should not serve under the sense that they are unfairly treated, having regard to the responsibilities, hardships and risks which their service entails and to wages and hours of work in occupations which make fewer demands upon the individual.

The difficulty is to value these responsibilities fairly in terms of pay and other emoluments."

Their task was certainly too difficult for the Oaksey Committee. Perhaps they were influenced by the fact that they reported in the middle of the first post-war wage freeze. Perhaps there was a case for a standstill in wages of those industrial workers whose earnings had mounted so rapidly in the preceding decade. But there was no justification for it in the case of the police for Oaksey represented their first chance to make up arrears. Anyway, for whatever reason, they failed utterly to get the answer anywhere near right. The salary scales they recommended were never adequate; they were regarded by the Police Service as unfair; and their value was constantly eroded by higher prices in the years that followed. We reproduce a table showing average weekly earnings in the last pay week in October, 1949, and set against it the pay of the Constable.

AVERAGE WEEKLY EARNINGS IN THE LAST PAY WEEK IN OCTOBER, 1949.

Mining and quarrying (excluding coal)	...	...	...	136	0
Treatment of non-metalliferous mining products other than coal	...	...	...	146	0
Chemical and allied trades	...	...	...	144	6
Metal manufacture	...	...	...	162	2
Engineering, shipbuilding and electrical goods	...	...	...	147	5
Vehicles	...	...	...	157	5
Metal goods not elsewhere specified	...	...	...	150	5
Precision instruments, jewellery, etc.	...	...	...	151	2
Textiles	...	...	...	139	1
Leather, leather goods and furs	...	...	...	139	2
Clothing	...	...	...	139	8
Food, drink and tobacco	...	...	...	132	4
Manufactures of wood and cork	...	...	...	141	8
Paper and printing	...	...	...	158	3
Other manufacturing industries	...	...	...	149	8
Building and contracting	...	...	...	137	1
Gas, electricity and water	...	...	...	135	10
Transport and communication (excluding railways)	...	...	...	136	6
National and local government service	...	...	...	114	11
All the above	...	...	...	142	8
Constable (minimum)	...	...	...	126	6
Constable (five years service)	...	...	...	142	0
Constable (maximum)	...	...	...	161	0

30. It will be seen from the above table that the Oaksey Committee failed to reproduce for the Police Service the conditions that existed following the Desborough Committee Report.

31. The Oaksey Committee also went wrong because they over-estimated the value of security to the post-war policeman as well as of "fringe benefits". The rent allowance remains a valuable concession. But we must point out to the Commission that it is designed for the benefit of the public service primarily and only secondarily is it of value to the individual policeman. For example, he must live near his station so as to be available for emergencies if wanted.

32. If any change is proposed in the rent allowance so that it is merged with pay, then it follows that the Constable must be free to live where he chooses, how he chooses and in such accommodation as he can afford. The Commission might think that that could lead to undesirable consequences. Moreover, the "tied house" nature of police housing is becoming more unwelcome. As soon as the policeman's service is finished, he has to leave his house. If he dies during service, his widow must leave the police house. Now that increased facilities are becoming available for house purchase with the aid of 100 per cent. mortgages, there is evidence that police housing is not as popular as it was. A growing number of men would prefer to buy a house on mortgage so that they have some security.

33. Since Oaksey reported, the comparative value of other "fringe benefits" to the police has still further declined. For example, there has been no break in full employment for 20 years. The practice of holidays with full pay is now common form for practically all wage earners as was shown in a memorandum to the Royal Commission on the Civil Service in 1954 by Sir Godfrey Ince, then Permanent Secretary to the Ministry of Labour. He stated that the holiday period has been increased to two weeks for approximately 90% of the total number of wage earners in industries and services covered by collective agreements or statutory orders. There is little doubt that the position has improved again since 1954.

34. We acknowledge that the superannuation provisions remain a valuable benefit, although we object to the manner in which the Official Side consistently add their superannuation contributions to any assessment of the value of police emoluments. This unfortunate practice was started by the Oaksey Committee and since then in other negotiations and at all arbitration cases, the table of emoluments originally contained in the Oaksey Report has been brought up to date and used against us. In our view, the cost to the employer of superannuation should not be included in a table of the value of police emoluments.

35. We also point out to the Commission that the comparative value of the superannuation scheme is becoming a little less each year because other employees are catching up. An estimate was made on 1st February, 1960, by the Minister of Pensions and National Insurance that in 1958, the latest date for which figures are available, 8,750,000 employees were covered by superannuation schemes. This is probably three times as many as before the War. Further, in view of the provisions of the National Insurance Act, 1959, in twelve months time superannuation in some form will be extended to virtually all employees.

36. As regards other "fringe benefits", Sir Godfrey Ince in the same Memorandum to the Royal Commission on the Civil Service in 1954, commented on the practice in outside industry regarding such benefits. He said that it is generally believed that the emoluments of workers are often supplemented by amounts which may have a substantial cash value such as the use of a car, or a car running allowance, free or subsidised meals, travelling allowances, interest free or reduced rate loans for the purpose of house purchase especially in banking and insurance, etc. This contrasts with the rebuke given by the Oaksey Committee 5 years earlier when they said,

"....the police still enjoy a substantial advantage that seems to be insufficiently recognised by the men themselves, by potential recruits and by the public in general (paragraph 22).

Even if this was a realistic and just appraisal at the time it was written, which we do not believe, it is no longer so today. A much more accurate description of the present position can be found in the Grigg Report of the Advisory Committee on Recruiting (Cmd. 545). In discussing the competition felt by the Services for recruits from other occupations, they reach the following conclusions:

"For the wage-earning classes, serious unemployment has been unknown for twenty years. Incomparably better facilities are available for the sick and elderly. There are many more opportunities for recreation and holidays, for entertainment and education than have ever been known. Scientific progress has at one and the same time created new wants and the means of satisfying them. On the other hand, the relative position of the middle classes has, by and large, weakened materially by reason of high taxation and inadequate compensation for inflation, although this has been to some extent offset by the almost startling increase in the demand for some kinds of technicians." (paragraph 27)

37. The Police Federations submit to the Royal Commission that security of tenure and "fringe benefits" no longer have as much value for the policeman as they had in the period between the wars. Indeed the Federations' view is that as the loss in "fringe benefits" has made the policeman's job relatively more unfavourable, such a loss should be taken into account in fixing rates of pay. But except for a brief period in 1951 when the Trustram Eve Committee reported, no attempt has been made to fix rates of pay that would regain for the policeman the substantial ground lost during the war. (See table on page 99). Instead, as we have shown, in the post-war era the position of the policeman has been further eroded each year, until now we have reached the stage where for the first time in 40 years of police history, his maximum pay is less than the average earnings for adult male workers.

37a. The history of the pay of the policeman during the last 40 years can be summed up as follows:

The pay of a Police Constable at his maximum in the 1920s and 1930s was 55%/60% higher than the earnings of the average adult male worker.

In 1949, his pay was 13% ahead of the earnings of the average adult male worker.

In 1959, his pay was 1.5% lower than the earnings of the average adult male worker.

The pay of a Police Constable after 5 years' service in the 1920s and 1930s was 30% higher than the earnings of the average adult male worker.

In 1949, his pay was level with the earnings of the average adult male worker.

In 1959, his pay was 13% lower than the earnings of the average adult male worker.

The pay of a Police Constable on recruitment in the 1920s and 1930s was 13% higher than the earnings of the average adult male worker.

In 1949, his pay was 11% lower than the earnings of the average adult male worker.

In 1959, his pay was 30% lower than the earnings of the average adult male worker.

This is a sorry story. The Police Federation have done their best to make the authorities face their responsibilities but we have never wholly succeeded. We now repose our hopes in the Royal Commission.

III. DUTIES AND RESPONSIBILITIES

A. THE BEAT SYSTEM

38. All police forces in this country still rely on some form of beat system for the prevention and detection of crime. The Police Federations would draw attention to the Second Report of the Police Post War Committee, which sat in 1944, and to some of the observations of that committee on the beat system. The essence of the system is the division of the whole police area into sub-areas known as beats, to each of which a single Constable is allocated. Varying methods are adopted of grouping beats to form a Section, and Sections to form Sub-Divisions and Divisions. But the one man beat is the basis of police territorial organisation; the beat Constable being personally responsible for policing a particular area, either throughout the twenty-four hours in rural areas or for a shorter period in densely populated areas where a shift system is operated. The size of the beat varies from a group of villages, each of which is visited perhaps once a day, to a small concentrated area of vulnerable property which can be patrolled from end to end in a few minutes. There are also differences in the means whereby a Constable travels from one part of his beat to another. The greatest majority patrol on foot, but some Constables use cycles, motor-cycles and in a few cases motor cars. Whatever the size of the area, or the means of transport, the success of the beat system depends on the ability, the keenness and the goodwill of the individual Constable.

39. There is a distinction in beat work between, on the one hand, the beat for which one resident Constable is responsible throughout the twenty-four hours and which is only patrolled for about eight hours in the twenty-four; and, on the other hand, the beat which is patrolled throughout the twenty-four hours by different Constables working in shifts. This distinction does not correspond to the distinction between County and City or Borough Forces. County police areas generally include some town beats and City or Borough areas often include some country beats.

40. The country Constable has less ready access to specialised services and equipment than the town Constable. In the daytime, therefore, it is not only his duty to carry out his routine patrol to attend to such matters as enquiries into crime, sudden deaths and duties in connection with diseases of animals; in view of his more personal relationship to the public who reside on his beat he is often expected to give advice and assistance on multifarious subjects which are not, strictly speaking, police work. In other words he is an integral part of the community.

41. The country Constable at night has relatively fewer premises to examine and supervise, though some country houses are extremely vulnerable, but he has to look out for suspicious persons, poachers, poultry thieves and outbreaks of fire.

42. The town Constable in the daytime is mainly occupied in keeping order, checking offences in streets and public places, controlling traffic and dealing with accidents, and answering miscellaneous enquiries from the public. At night the town policeman's duty is to ensure the security of premises, deterring would-be thieves by his presence, examining shops and houses to see that they are secure and stopping and questioning persons who may appear to be suspect.

43. Not only does the work vary between types of areas, but the standard of cover afforded varies between one district and another, and this is mainly due to the fact that the police service is made up of a large number of separate forces which differ considerably in establishment and equipment.

44. At the present moment, the number of men available is considerably below that required to man the beats as planned in pre-war days, and in virtually every Force the problem is not merely to devise a plan which would give reasonable protection but, on the basis of expediency, to make day-to-day arrangements which will utilise to the best advantage the inadequate available strength.

Country Beats

45. In the rural areas of county forces a Constable is responsible for his beat, usually a fairly large area, during the whole of the 24 hours of the day. He is resident on his beat and when not on duty is within easy access to the public, and if any incident occurs within his area he is expected to deal with it. There is no discretion afforded him in dealing with incidents. He must deal with them irrespective of whether or not he has already completed 8, 10 or 12 hours duty on that day; in other words, his hours of duty are dictated by circumstances beyond his control. The majority of men on country beats are usually required to inform their superiors of any absence from their beat, when off-duty, even on their rest day.

46. The country policeman must be prepared to sacrifice everything to his job and his wife and family will, in many cases, be expected to take messages and deal with callers when he is absent from his home. His total hours of duty in any week will, almost certainly, exceed the regulation number, but he is unlikely to be fully recompensed because the lack of close supervision makes it impossible for a proper check to be kept on his working hours.

47. The normal method of working a country beat is to follow an itinerary covering the several villages, hamlets or groups of houses in the area, varying from day-to-day the order in which the points are visited and the time of day or night which is allocated to patrolling. The introduction of cycles, and particularly motor cycles and motor cars has, however, made a difference to the planning of country beats. During recent years a system of motorised beats has been introduced in some country areas. A beat is planned on the basis of the actual police work to be done and not on the area a Constable can cover on foot or on a cycle. The advantage of a motorised beat is that the Constable takes less time to travel through uninhabited areas from one job to another. But his police work is done almost entirely on foot, and not from a car. In this sense his patrol differs from that of a traffic patrol. As a result, he may now spend ten minutes on the road and twenty minutes patrolling a village on foot, whereas formerly these times were reversed. The disadvantage of a motorised beat however, is that it tends to divorce the Constable from the community of which he was formerly a part.

Town Beats

48. In urban areas the Constable works on shift duty. These shifts in most cases, cover the 24 hours of the day. It is, however, necessary to have a greater number of men available for duty at certain times of the day, and in order to provide for this a great variety of different shifts are worked. In a few forces where manpower is extremely limited, split shifts are worked.

49. Shift arrangements in the police service are such that the Constable has comparatively few free evenings and very few free week-ends. New housing estates in urban areas, embracing as they do a certain number of police occupied houses, are usually on the outskirts and a man may spend 10 hours in uniform including travelling to and from duty in order to work his regulation shift of 8 hours. Where split shifts are worked, a period of 14 hours or more may elapse between the commencement of the first part of the tour of duty and the completion of the remainder.

50. Limited manpower makes it necessary, in certain forces, for relieving shifts to be worked, i.e., a constable in order to enable his colleagues to have weekly leave may have to work on two or three different shifts in one week. Shifts may also be varied at short notice in order to meet some urgent need or to enable some special event to be properly policed. Such variations invariably result in the loss of free evenings or free Saturday afternoons. The incidence of attendance at Court further complicates the general arrangements. A Constable may be recalled to duty at any time, and if, whilst off duty, he sees an incident he must deal with it.

51. Two or three shift systems are not uncommon in industry, but persons working on such systems are normally able to make arrangements as to how they will spend their free time knowing that this free time is not subject to arbitrary alteration or interference. They can in effect, plan and adjust their social life to meet the circumstances, but police arrangements make this impossible for the Constable. Industrial shift systems aim at an even supply of manpower over a 16 or 24 hour period and the worker is therefore assured of at least half his evenings free and probably every week-end free. The majority of workers receive enhanced payments for working on 2 or 3 shift systems and for week-end working, but the pensionable pay of a Constable is a comprehensive wage which is supposed to give adequate compensation for all the features and conditions of the employment.

52. The typical town beat is fully built up and the country problem of travelling across areas where police attention is not required arises only in a minor degree. There are many ways of working town beats, and experiments are still being made to evolve the best method of providing efficient cover while making full use of every man. It was originally the practice on town beats for all the Constables to parade at the Police Station, to be marched to their beats and to report at the Station before going off duty. This system still operates in some areas, for it has the advantage of giving Constables and their superior officers an opportunity of exchanging information and explaining instructions. But it also has the disadvantage that at the time of changing shifts all the police are at or near the Station and, should this be known, criminals may operate undisturbed in the unpatrolled parts of the area. Since the installation of police telephone boxes and police pillars however, it is more usual for the Constable to go direct to his beat and report on duty by telephone, so that the beat is not left unattended. This arrangement has the disadvantage that the beat Constable has less opportunity of exchanging information with his colleagues.

53. There are various ways of working a beat in the town area. First, there is the fixed route system, under which each Constable is told to follow an exact predetermined route and the times at which he should reach particular points. This must be adhered to fairly strictly. Second, there is the fixed point system, under which a Constable reports at a fixed point at certain times, either orally to a superior officer or by telephone from a police box or a police pillar, but his route between the fixed reporting times is entirely a matter for his discretion. Third, there is the discretionary working system, in which only the area of the beat is defined, and the Constable decides for himself how he will allocate his time to the various parts of his beat. With this freedom a good Constable can give very effective supervision. It has the disadvantage however, that it is difficult for supervising officers to find the Constable if he should be wanted quickly. Fourth, there is the system of "criss-cross routes", whereby a number of fixed routes which cover the whole area are laid out and these cross over one another or may even lie parallel to one another. Constables report for duty at about hourly intervals and one route is allocated to each. Under this system the number of Constables on duty at a particular time of the day or night, and in a particular part of the area, can be closely related to the vulnerability of the area and important property can

be examined at frequent intervals by different Constables. The disadvantage is that like the system of fixed routes described earlier, it weakens initiative and lessens the Constable's feeling of personal responsibility for a particular area.

54. In addition to these methods men on beats may be supplemented by other foot patrols or by Constables on motor cycles or in a car.

Areas of Command

55. Sergeants, Inspectors and Chief Inspectors are engaged in the supervision of subordinates who are placed under their command. The number of men under command varies from force to force and also within a force, depending on the population, type and size of the area to be policed. Because of the different types of forces it is difficult conveniently to classify the degree of responsibility of each Sergeant, Inspector and Chief Inspector. Whilst it might seem reasonable that the degree of responsibility attached to a particular post could be measured by the number of men under command, this might well be misleading and would not put fairly an accurate picture unless all other duties for which the supervising officer is responsible were also considered.

56. Methods of policing in different kinds of communities also determine the hours of duty of the supervisory ranks. The Police Post War Committee in its Fourth Report found it convenient to classify them as follows:

- (a) *The Territorial System.* Here the division is sub-divided territorially into sub-divisions, which in turn are sub-divided into sections and beats. Officers and men are nominally on duty for the normal tour, but each Constable and Sergeant attends to any police matter on his beat or section whenever it occurs, and the Inspector is similarly responsible for his sub-division during the whole twenty-four hours. This system is the usual one in County forces.
- (b) *The Shift System.* Here the divisional strength, or in a small force the beat strength of the whole force, is divided into three shifts and each shift assumes responsibility for the whole area for eight hours at a time. An Inspector is in charge of each shift assisted by one or more Sergeants. This is the system normally followed in City and Borough forces and in some urban divisions of County forces.
- (c) *Intermediate System.* Here the Sergeants and Constables work on the shift system, while the Inspector in charge of them has a twenty-four hour responsibility, or the Sergeants and Constables work on the territorial system while the sub-divisional charge is shared by two Inspectors, each of whom has a twelve hour responsibility. The former type of organisation is found in the outer fringes of certain Borough police forces and the urban parts of some Counties, and the latter type of organisation in County sub-divisions which include a sizeable urban district.

57. These are the main categories, and most Inspectors' commands and Sergeants' duties fall clearly into one or other of them, but (a) and (b) are sometimes found in the same sub-division, since an Inspector may have charge of an area containing a small town which is policed by Sergeants and Constables on the shift system, whilst the rural portion of the sub-division is policed on the territorial system. Although the normal daily period of duty is of eight hours duration, the sergeant, Inspector and Chief Inspector are invariably called upon to work much longer hours as they are responsible for the supervision of men under their command, and it is necessary for them to commence duty before the arrival of their subordinates so that they can ascertain the up-to-date position and instruct

the men accordingly before going on patrol. The supervising officers are also expected to remain on duty until the men for which each is responsible have reported off duty.

B. STATUS AND RESPONSIBILITIES

58. A policeman is not the servant of either the local or the central government. He holds office under the Crown and must on appointment make a declaration of service to the Crown before a Magistrate. He is answerable to the law and personally responsible for his actions. He occupies a position of trust and any breach of that trust will be dealt with severely. He is a public servant of considerable importance quite irrespective of his subordinate rank, for the manner in which he exercises his individual discretion and discharges his individual responsibilities can have a direct and immediate effect on the peace and good order of the community which he serves.

59. The whole weight and impetus of his training is designed to foster within him a feeling of dedication to serve the public, and also to enable him to acquire a knowledge of the law as it will affect him, because once he is a policeman he immediately assumes the mantle of one who has been given greater powers under statute than the ordinary member of the public. Indeed, even under the common law his powers are greater.

60. We can do no better than to refer the members of the Commission to paragraphs 29, 30 and 31, of the First Part of the Report of Lord Desborough's Committee on the Police Service, dated July, 1919. We reproduce these paragraphs here.

"29. A candidate for the Police must not only reach certain standards of height and physical development, but must have a constitution which is sound in every way. The duties the Police have to perform are varied and exacting; they are increasing, and will probably still increase in variety and complexity, and a man cannot make a good policeman unless his general intelligence, memory and powers of observation are distinctly above the average. His character should be unblemished: he should be humane and courteous and, generally, he should possess a combination of moral, mental any physical qualities not ordinarily required in other employments. Further, when he becomes a constable, he is entrusted with powers which may gravely effect the liberty of the subject, and he must at all times be ready to act with tact and discretion, and on his own initiative and responsibility, in all sorts of contingencies. The burden of individual discretion and responsibility placed upon a constable is much greater than that of any other public servant of subordinate rank.

30. The Police also stand in a special relationship to the community. Each Constable on appointment becomes one of the duly constituted guardians of law and order for and on behalf of the citizen as a whole, and, as we have pointed out, he makes a declaration of service to the Crown as such. He undertakes special responsibilities in regard to the prevention and detection of crime, and, while he does not relieve the citizens from all responsibility for the protection of his own property and for bringing offenders to justice, he claims to be and is the principal agent in the prevention and detection of crime of all kinds, and generally holds a position of trust which it is important he should be able to maintain. We consider it essential that the sense of obligation to the public should be preserved in the Police, and the reason we dwell on these considerations at some length is that they are fundamental to the views we have formed as to the status of the Police and the pay they should receive.

31. A number of police witnesses have urged that in various ways a constable is subject to social disabilities by reason of his employment. Moreover, he must at all times, both on and off duty, maintain a standard of personal conduct befitting to his position, and this does impose upon him certain restrictions which do not exist in ordinary employments and hardly apply in the same degree even in the case of other public servants. He is liable to be called for duty at any time in an emergency, and, in order that he may be available for unexpected calls, he may be restricted in his choice of a residence. The special temptations to which a Constable is exposed are obvious, and, as any lapse must be severely dealt with, it is only just that his remuneration should be such as will not add to his temptations the difficulties and anxieties incidental to an inadequate rate of pay. The policeman's calling also exposes him to special dangers. He may at any time have occasion to arrest an armed criminal; he frequently has to deal with drunken persons, who are responsible for the greater part of the crimes against the person, and he may occasionally have to take part in suppressing violent disorder."

61. These conclusions of Lord Desborough are just as true today as ever they were. Indeed, the prophesy of that 1919 Committee "that the duties of a policeman would increase in variety and complexity" has been borne out to the letter by subsequent events. In this respect, probably the Road Traffic Act of 1930 needs special mention for the way in which it has increased both the variety and the volume of work for the policeman on the street, but this is only one of many statutes created since 1920.

62. A policeman by reason of the nature of his duties is exposed to a number of dangers. He may be accidentally injured in a variety of ways and required on occasion to risk injury or death to save life, e.g., rescue from drowning, from burning or other dangerous buildings, mountain rescue, etc. Policemen are more likely to suffer physical attack than any other group of workers, for in the normal course of their duties they are required to deal with all types of persons, including vicious criminals and persons maddened by drink. They risk all kinds of attack, including armed attack and attack by hostile crowds.

63. There are many unpleasant features of police work. The policeman is required to deal with verminous and diseased persons. There is no person too physically or morally degraded to be placed beyond the scope of his assistance. A policeman is also required to deal with badly mutilated bodies and with decaying and disintegrating human remains. They must accept every unpleasant situation as part of their routine duty, whether in the course of making an arrest, dealing with injured persons or dead bodies.

64. A candidate for the police service today must have a higher standard of qualifications than was necessary forty years ago. He will be required to perform his duties under circumstances of increasing complexity. New legislation is continually adding to his duties and adding to the number of law-breakers and potential law-breakers, many of whom are well educated and of good social and financial standing. The degree and field of responsibility of the constable has grown considerably and will continue to expand. The statutory qualifications for appointment are set out in Reg. 5 of the Police Regs. 1952, which we reproduce in Appendix A, and in Appendix B we make some suggestions regarding educational standards for new entrants.

65. The majority of forces insist on a minimum height of 5' 9" or 5' 10" for men and a normal chest measurement of at least 36". A candidate in addition to being physically fit must have a good health record and may be rejected because of an unsatisfactory medical history in his family. His vision and hearing must

be perfect. A candidate must be of unimpeachable character and his social background must be such that he is unlikely to bring discredit on the force. He must be of good appearance and amenable to discipline.

66. Each qualification narrows the field of selection, limiting the number of men in any one age group who can satisfy all the requirements of the service. Those who can measure up to the requirements are, all too often, unattracted by the pay, conditions and prospects, in the police service. If this position is to be corrected, and the police service made more attractive to a greater number of suitably qualified candidates, a substantially increased rate of pay is urgently necessary and radical changes in hours of duty, together with improvements in career prospects, must also be introduced.

The Constable

67. The uniqueness of the police service lies in the fact that the lowest rank, by virtue of his relatively closer and constant contact with members of the public, carries the greatest degree of responsibility. The constable is not a unit in a closely supervised and controlled team; he is an individual who acts alone on his own initiative and is alone answerable in law for any error of judgement. He takes full charge of his beat during his tour of duty and must deal promptly and effectively with a wide variety of incidents, many of which have a habit of occurring without warning.

68. It is the Constable who comes most into contact with the general public. To them he is the representative of the law and it makes little difference to their assessment of him that he is of subordinate rank. They expect from him a service of maximum efficiency and it must never be assumed that rank in the police has any direct relationship with efficiency as a Constable. It follows that a Constable, being confronted with a particular problem, is expected to bring to bear upon that problem the same weight of judgement and efficiency as any other member of the police service, irrespective of rank.

69. The Constable acts in the knowledge that he cannot pass on the responsibilities of error to his superior officers or his employer. He is the holder of a public office and in the exercise of his powers he may at any time, inadvertently and in good faith, cause damage to a member of the public by, for example, an unlawful arrest, false imprisonment, trespass, or by malicious prosecution or unlawful seizure of goods.

70. The Constable cannot have his powers increased or curtailed by his superiors, but only by Parliament. Nor can his superiors dictate how and when he should exercise his powers. We feel we can maintain without fear or contradiction that no other subordinate in any other occupation or profession bears such a unique degree of personal responsibility for his action or is exposed in such a degree to the vulnerability of prosecution before the Courts. The Constable is proud to bear this responsibility, and fully appreciates and willingly accepts his accountability under the law of the land, but he feels these factors should be more adequately reflected in his pay.

The Sergeant

71. The Sergeant supervises the Constables under his command, maintains discipline and is the vital link between the Constable and the higher ranks. He is expected to take an active interest in the welfare and efficiency of his men; he instructs them in the compiling of reports, and he is always on hand to assist the Constable in the performance of practical police duty. His is the rank providing a valuable training ground for future higher officers, and this is the rank most frequently used throughout the country for the responsible post of Station Officer. In this capacity he deals with the various types of problems brought to the Station

by members of the public, to whom he gives a very high standard of assistance, guidance and technical knowledge. In addition, the daily and nightly routine of the Station is his responsibility. The decision as to whether or not to accept, as a formal charge, any person brought to the Station in custody is his, and only in the gravest and contentious matters will he refer to his senior officers.

72. All types of property coming into the hands of police usually become the Station Officer's responsibility in some degree, whether it is property found in the streets, prisoner's property, or property which has been reported lost or stolen and has been recovered by the police. The administration of the various Acts and Regulations governing such subjects as aliens, firearms, pedlars, bail, dogs and other animals, and many other matters relative to road traffic, is the Station Officer's responsibility. A very high degree of specialised knowledge is required in addition to the attributes that are essential in every policeman whatever his rank. He is also the source from which advice is sought by the officers on duty in the streets whenever something unusual occurs, particularly incidents requiring the immediate and co-ordinated action of several officers. Constables, Sergeants and Inspectors, may also perform this duty, according to the type of Station and type of force, but it is in the main a duty performed by the rank of Sergeant.

The Inspector and the Chief Inspector

73. The Inspector and Chief Inspector is responsible to his Superintendent for all aspects of police work, and the administration of a Police Station. He supervises the Sergeants and Constables under his command by performing regular outside patrols and meeting them at various conference points on their beats to confer with them on matters of police duty arising from their beats and patrols. The efficiency, deportment, discipline and training, of his men is the primary concern of the Inspector and their training and instruction demands the regular study of ever-changing legislation. The welfare of his men cannot be overlooked and his guidance and advice on personal problems is often sought. He is expected personally to attend and take charge of scenes of serious crimes and accidents, and other special incidents where the attendance of a senior officer is necessary.

74. He examines all reports and correspondence, some of which is routine and requires little attention, but much of it is lengthy and complicated and requires very close attention before it can be submitted to the Superintendent with a recommendation on the action to be taken. Likewise, reports of offences summary or indictable, detected or undetected, require very close examination for detail and accuracy. Prosecutions stand or fall on the accurate amount of detailed evidence available, which can only come from the reporting officer. On this the Inspector has to make up his mind on the proper action to be taken and make suggestions to his Superintendent accordingly.

75. Many Inspectors and Chief Inspectors regularly prosecute cases at Magistrates' Courts, and in this connection it is absolutely essential to keep up-to-date with all current decisions in the Higher Courts. He must study all new legislation, which appears to be ever increasing, and carry out regular research on legal points. The proper maintenance of Station books and records requires his regular inspection. The keeping of Station accounts, safe custody of found property, and the general and efficient running of one or more Police Stations is also his responsibility. The preparation and organisation of the duties to be performed at all special incidents are his concern, and this often involves large numbers of police drafted in from other Stations and other divisions in order to cope with a situation which is either known, or which might possibly arise. He also has to undertake a large number of other duties, far too numerous to mention, but which include diseases of animals, road safety, lectures to the public, inspection of licensed premises, registers of firearms dealers, explosives stores, but to mention a few.

76. It will, therefore, be seen that there is no part of police duty with which the Inspector is not concerned. He has no control of the volume of work which he undertakes each day. Whilst he is in a position to share work among his subordinates to ensure an even distribution, there are very few of his own duties which he can delegate, with the result that he often finds himself under heavy pressure of work which has to be completed in the shortest possible time. The substantial increase and continuous turnover in young and inexperienced Constables is also an added responsibility in seeing they are properly instructed and trained to give efficient service to the public.

77. Whilst on duty these ranks meet Local Government officials, doctors, solicitors and departmental chiefs in trade, industry and commerce. The professional knowledge and opinion of the policeman is much sought after; his rank as a Police Officer is respected and he feels he is on equal terms with the persons with whom he comes into contact in this way. Socially, an entirely different position arises and he is looked upon and treated as a member of a class separate from the rest of the community. Because of the many Statutes and Regulations which members of the public may so easily infringe, particularly in this day and age of the motor car, either by accident or design, or through ignorance of the law, they do not look too kindly towards the Police Officer in his private capacity. The Police Officer of these ranks cannot allow himself to be embarrassed by a situation which might arise as a result of his trying to lead a normal social life, with the result that his circle of friends is greatly restricted. He cannot expect to enjoy full social freedom in the police district where he serves. He is further restricted by the fact that any social activities in which he might safely take part can only be followed in his off duty periods which, because of his duties, can seldom be predicted in advance.

78. The financial position of these ranks has become less attractive since the war, partly due to a change in the differentials between the ranks, and also because the varied duties and added responsibilities of these ranks have never been properly assessed and related in terms of pay. Technical and educational examinations have to be passed for promotion to Sergeant and again for further promotion to Inspector, and only by a substantial increase in pay differentials will the status of these ranks be reflected.

79. By virtue of his rank, the Inspector is often called upon to work extended hours of duty; rarely is he able to be compensated by time off, with the result that the hours of duty actually performed are far in excess of what is reflected in his rate of pay. Chief Inspectors, and in many cases Inspectors, are called upon to relieve their Superintendents for annual leave and other absences, for which they receive no monetary compensation; this, and other essential duties often result in a complete disturbance of the weekly rest day rota and in long periods of duty without a day off.

WOMEN POLICE

(i) Duties and Responsibilities

History

80. Early in the first world war a body of women patrols was privately organised in London. Its members wore uniform and worked with the Metropolitan Police. Similar patrols were set up in various parts of the country, and some of the members performed police duty in munitions works. At the end of hostilities, many of the women left the patrols and no encouragement to stay was given to those who wished to remain; consequently in 1918, the number of women on police work was very small.

81. In 1920, a Committee under the Chairmanship of Sir John Baird was appointed to enquire into the work which could and had been done by women in the police service. This Committee recommended the employment of women in the police service and also made recommendations regarding the duties to be performed, conditions of service, and pay. The Baird Committee can be regarded as the policewomen's Desborough.

82. In 1924 the Bridgeman Departmental Committee was appointed to review the experience then available in regard to the employment of women police, and amongst their many recommendations stated:—

- (a) that every police authority should provide, as far as practicable, for the statements of women and children when sexual crimes are in question being taken by policewomen.
- (b) that the efficiency of the police service had been improved by the employment of policewomen.
- (c) that policewomen should receive the same training as the men.
- (d) that policewomen engaged on patrol duty only should not be required to perform more than seven hours duty a day, exclusive of refreshment period.

83. The Royal Commission on Police Powers and Procedure in England and Wales (1929), said of policewomen:—

"256. To sum up our views on the usefulness of Women Police for the investigation of crime and offences, we are satisfied from the evidence laid before us that the time is ripe for a substantial increase in their numbers, more particularly in cities for patrol work in uniform."

The Royal Commission called attention to the need for qualified women being available to take statements from women and children in sexual cases. At this time there were about 150 policewomen serving in England, and the Royal Commission expressed the view that the experience gained with regard to the ways in which women could be suitably employed was far more extensive and valuable than these figures seemed to indicate.

84. The first Police (Women) Regulations were made in 1931, followed in 1933 by a self-contained code of regulations, which set out the duties which may be assigned to women members of a police force, as follows:—

Patrol Duty

Duties in connection with women and children reported missing, found ill, injured, destitute or homeless and those who have been the victims of sexual offences or are in immoral surroundings.

Taking statements from women and children in cases of sexual offences.

Duties in connection with the conveyance of women and children to or from hospitals, poor law institutions, police stations, prisons, remand homes, and approved schools.

Watching female prisoners or women who have attempted suicide detained in hospital.

Attendance on women and children in court.

Searching and attending female prisoners.

Clerical work.

Plain clothes duty and detective work.

85. In 1939, the number of policewomen serving in England and Wales was 226, and in Scotland 37.

86. The second World War brought a big increase in the number of women in police work, both regular and auxiliary. They were employed on practically every branch of police work, working the same hours and same shifts as the men. The Post War Committee appointed on the 24th May, 1944, covered the whole field of the employment of women, and their recommendations are set out on page 21 of their Second Report. These include:

- (a) Policewomen should be wholly or mainly employed on police duties proper and not on clerical work.
- (b) Policewomen should be given experience of as wide a range of police duties as the circumstances in the district permit.
- (c) Except in special circumstances, policewomen should be appointed to all forces.

87. In 1946 there were 679 regular policewomen and 66 Class 'A' Auxiliaries in England and Wales. Scotland at this time had 102 regulars. To-day there are about 2,700 policewomen of all ranks in Great Britain.

Training

88. As recommended by the Post War Committee, both men and women now receive the same training.

Marriage Bar

89. Up to 1946 a woman member of a police force in England and Wales was required to resign her position on marriage or remarriage. With the removal of the marriage bar, provision has been made for maternity leave. Scotland still has the marriage bar.

Duties

90. Policewomen have now become an integral part of the police service, and their duties include:—

Patrol Duty.

Traffic duty, including dealing with traffic offences and accidents.

Criminal investigation.

Statement taking in sexual cases and other cases in which women and children are concerned.

Enquiries of every kind in connection with police work.

Escort of prisoners and juveniles to and from prison and Remand Homes.

Court work.

Missing persons.

Shoplifting cases and all larcenies reported to them.

Care or Protection cases, etc.

91. It should be mentioned that women in many forces have had to fill the gaps caused by the shortage of male constables, and in consequence have gained experience and opportunities which might not otherwise have been given to them.

92. Woman Sergeants, Inspectors and Chief Inspectors, are engaged on supervision, administration, assisting and advising in the preparation of cases, giving lectures on police subjects to Promotion Classes, Refresher Courses, Courses on Local Knowledge, and in some cases First Aid and Road Traffic to school children. Women senior officers are responsible for the welfare of the women under their supervision.

Condition of Service

93. With the following exceptions, the same conditions of service apply to both men and women.

- (a) Joining age for women—over 20 and under 35.
- (b) Pay—90% of the scales paid to men.
- (c) Maternity leave to married women in England and Wales.
- (d) The Police Authority may substitute a reduced tour of duty for women engaged wholly or mainly on patrol.

WOMEN POLICE

(ii) Pay

94. The Terms of reference of the Desborough Committee (1919) did not include anything about Women Police. This may have been due to the fact that the Women Patrols who had worked during the War years of 1914/18 were not encouraged to stay and in consequence few women remained in the Service. Furthermore it is not until the passing of the Sex Disqualification (Removal) Act, in 1919, that women could be attested as Constables in the Police Service. In 1920, however, a Committee was appointed under the Chairmanship of Sir John Baird, and their terms of reference were:—

“to enquire and report as to the nature and limits of the assistance which can be given by women in the carrying out of Police duties and as to what ought to be the status, pay and conditions of service of women employed on such duties.”

95. The Baird Committee enquired into every aspect of the work which had been and could be done by women, and the following is part of their conclusions:—

“We consider that the experience of the War has proved that women can be employed with advantage to the community in the performance of certain police duties which, before the War, were exclusively discharged by men. For the efficient performance of these duties it is essential that the women should be specially qualified, highly trained and well paid, and that they should form an integral part of the Police Service.”

96. On the question of pay, the Baird Committee expressed the opinion that as Policewomen would not be employed in situations necessarily involving danger or the exercise of physical force, the standard of pay should be somewhat lower than that of the men. The Committee did, however, consider that it should be open to Police Authorities to pay the “Desborough” rates to women, provided they could satisfy the Secretary of State that their work was of equal value. At this time women in a few Forces were receiving the same pay as men, but in the majority their pay was considerably less.

97. The Baird Committee recommended a standard scale of pay for Policewomen, based on the Desborough rate for men, as follows:—

	<i>Constables</i>	<i>Sergeants</i>
	<i>On appointment</i>	<i>On promotion</i>
Desborough for men	70s. 0d.	100s. 0d.
Baird for women	60s. 0d.	90s. 0d.

98. The scale recommended by the Baird Committee for Women Inspectors was £260 rising by increments to £300 per annum. It will be seen that this again is related to the scales recommended by the Desborough Committee for men.

99. In 1924 the Bridgeman Departmental Committee, which was appointed to review the experience then available in regard to the employment of women police, recommended that the Baird scales of pay for women be generally adopted. At this time, there were not many women employed as members of Police Forces, and although the Home Office accepted the recommended scales of pay for police-women, scales were not at first prescribed in Police Regulations. Pay for women was fixed by Police Authorities with the approval of the Home Secretary, and this resulted in variations of pay for women in Provincial Forces.

100. The first Police (Women) Regulations were issued in October, 1931, and a provisional scale was prescribed for women constables. A permanent scale was prescribed in the 1933 Police (Women) Regulations, which was approximately 90% of the scales for men of the same rank.

101. The Oaksey Committee (1948) continued the pattern of 90% of the scales for men to be paid to women.

102. The present negotiating machinery was set up in 1953, and in all pay awards since its inception women of all ranks have received 90% of the rates awarded to their male colleagues, at all points of the scale, and the Police Federations firmly believe that the 90% principle should be continued in the case of the Policewomen of the Federated ranks of Great Britain.

C. RESTRICTIONS AND INCONVENIENCES

103. In order that the Commission may be fully conversant with the statutory restrictions imposed on the private lives of policemen, their wives and families, we reproduced in Appendix 'C' Regulation 4 and the Third Schedule of the Police Regulations 1952. Similar provisions apply to members of Scottish Police Forces. We regard these restrictions as compatible with the nature of police duty and, although at times they may be disagreeable and inconvenient, they are accepted in principle by our members.

104. However, in addition to these statutory restrictions there are many other features, which in practice apply further restrictions and create much inconvenience to the wives and children of policemen, particularly in County Forces where members are subject to transfer from one part of the police area to another. In many forces transfers are not infrequent and do not only occur on promotion. In these circumstances the wife and children of a policeman find themselves arbitrarily uprooted and separated, often by many miles, from their circle of friends and neighbours. Perhaps more important, however, is the detrimental effect on the education of children who, during their school years, may be uprooted several times from their school at critical periods.

105. These features have an upsetting effect and no compensation is received for this disturbance of the policeman's family. The policeman is merely reimbursed his actual removal expenses, and any expense incidental to the move, subject to a limit of £30 for Constables and Sergeants and £40 for Inspectors, but any expenditure which, in the view of the Chief Constable, was unreasonably incurred is not taken into account. Generally speaking, the only expenditure deemed incidental to a move is that incurred on the replacement of existing household furnishings and school uniforms.

106. We believe that if the Commission is requested by other parties to place great weight on "fringe" benefits or "concealed" emoluments they may consider that the restrictions and inconveniences to which we have referred cancel out much of their value.

107. Finally, under this general heading of restrictions and inconveniences, we would remind the Commission that all members of the police service are subject, both on and off duty, to a strict code of conduct, which we set out in full in Appendix 'D'.

APPENDIX A

QUALIFICATIONS FOR APPOINTMENT OF CONSTABLE

5. A candidate for appointment to a police force—

- (a) must produce satisfactory references as to character, and, if he has served in any branch of Her Majesty's naval, military or air forces, or in the Civil Service, or in any police force, produce satisfactory proof of his good conduct while in such service or force;
- (b) must, in the case of a man, have attained nineteen years of age and not have attained thirty years of age, or, in the case of a woman have attained twenty years of age and not have attained thirty-five years of age, or in the case of an appointment as chief constable, not have attained forty years of age:

Provided that a man or woman or chief constable who has attained thirty, thirty-five or forty years of age, as the case may be or a woman who has attained nineteen years of age but has not attained twenty years of age, may be appointed—

- (i) if he or she has had previous service in a police force, otherwise than as an auxiliary, or is otherwise entitled to reckon previous service as pensionable service, or
 - (ii) in other special circumstances approved by the Secretary of State upon the recommendation of the appointing authority, that is to say, the chief officer of police or the police authority, as the case may be;
- (c) must be certified by a registered medical practitioner approved by the police authority to be in good health, of sound constitution and fitted both physically and mentally to perform the duties on which he will be employed after appointment;
 - (d) must, if a candidate for appointment as a constable—
 - (i) save for special reasons approved by the Secretary of State, be not less in height than, in the case of a man, 5 feet 8 inches, or, in the case of a woman, 5 feet 4 inches, and
 - (ii) satisfy the chief officer of police that he is sufficiently educated by passing a written or oral examination in reading, writing, and simple arithmetic, or an examination of a higher standard, as may be prescribed by the chief officer of police;
 - (e) must give such information as may be required as to his previous history or employment or any other matter relating to his appointment to the police force, and if any candidate makes in, or in connection with, his application for appointment any false statement and is subsequently appointed to a police force, the making of such false statement shall be an offence against discipline within the meaning of paragraph 5 of the Discipline Code set out in the First Schedule to the Police (Discipline) Regulations, 1952, and shall be punishable accordingly;
 - (f) shall be given a notice in terms approved by the Secretary of State after consultation with the Police Council drawing attention to the conditions of service contained therein.

APPENDIX B

THE POSITION OF THE POLICE SERVICE IN
RELATION TO RECRUITING

1. Industry today with its increasing technical changes requires well educated youths who have received a broad training outside. The growth of salaried managers, scientific personnel and many other forms of specialised occupations has increased the demand for people with brains and so accelerated the need for a system of secondary education open to all. Most of the above occupations require a certain type of schooling and so are filled by recruits from the Grammar and Independent Schools. The police service as it stands cannot hope to compete with industry for this standard of material.

2. The extent to which the police service has benefited by the radical changes in the educational system can be gauged by the qualifications laid down in the official handbook "*Career*", issued to stimulate recruiting, i.e.,

"If you can spell, write legibly and do simple arithmetic you have nothing to worry about".

There is ample evidence available to show that in the great majority of forces the standard of educational qualification for direct entrants has deteriorated to a low level.

3. We are at the present time faced with a situation which allows a candidate to find entry into the police service by a process which can only be described as "descending the ladder of educational attainment" until he reaches a force which, by reason of its serious manpower shortage, places little or no importance on his education. The examination for entry into the Metropolitan Police consists of:—

English Composition	-	$\frac{1}{2}$ hr.
Simple Arithmetic	-	$\frac{1}{2}$ hr.
General Knowledge	-	$\frac{1}{2}$ hr.

(Total $1\frac{1}{2}$ hours)

4. Although the poorness of the material being turned away from the recruiting centres is no criterion of the standard actually accepted, it does reflect the impression formed by the general public of the standard required for the job.

5. This is the position today, despite the all-round improvement in education and despite the recommendation given in the Oaksey Report which said:—

"We accept the view that the Desborough Committee intended that the status of police work as a profession should be permanently raised, and we are satisfied from the evidence that we have heard that this was a wise intention and that the attraction of recruits of a higher standard of education, intelligence and social standing is not less desirable at the present time than it was in 1919".

6. Among the many aspects of police life that are affected by the introduction of the poor quality recruit is the very important one of filling the higher posts with men from within the service. The Wynn Parry report on the Prison Service seized on such a situation and made it quite clear that for the foreseeable future enough suitable candidates from the officer grade would not be available for the Governor grade. It is interesting to note here that the Prison Officers' Association recommended that the qualification necessary for entry into the Prison Service should be the G.C.E. in three subjects at 'O' level, two subjects being Maths. and English.

7. Since the importance of raising the status and educational qualifications of the police service was first expressed in the Desborough Report, succeeding Committees reporting on various aspects of the police service have, without exception, stressed the growing urgency of the problem. The Higgins Report said:—

"The foundation of the Desborough Report may be said to be the new conception of the status of the police service which underlays its recommendations. It recognised and decided to stimulate the gradual improvement in status which had come about in the natural course of development and in consequence of the general raising of the community's standard of living and education—a process which in some respects had been accelerated by the war".

8. The second Report of the Post War Committee said :—

"We strongly recommend that there should be a standard minimum educational test which a candidate must pass before he can be accepted in any force because of the increasing responsibilities that he carries a reasonably good standard of education is essential".

9. The growing complexity of economic as well as social life has brought the need for a new conception of the function of the police in our community. The work and responsibility of the police have greatly increased—a much greater volume of legislation has to be assimilated, crime and traffic are producing new problems, racial disturbances, juvenile delinquency and many other matters call for the need of a better equipped policeman. One of the most disturbing features of present day policing is that the policeman is being brought more closely in contact with the growing volume of the middle class who regard him as an inferior member of the social order. His authority is being constantly challenged and sometimes flouted.

10. It is essential that the standard of the service be raised, not only by an improvement in the educational qualifications but also by an insistence upon a more careful selection of recruits. Recruits in this age of equal educational opportunity for all should be sufficiently endowed mentally to deal with the many problems created by a society now experiencing a high standard of living. Their mental equipment should be thoroughly tested before they enter the service rather than that they should undergo a term of schooling after attestation ; such schooling is well known to be hopelessly inadequate, expensive and time wasting. Time expended on this type of training should be utilised in teaching police duty.

11. The necessity for a sound educational background of recruits is greater today than it was a number of years ago and is likely to continue to increase. As legislation increases it becomes more important to have constables who can deal with widely varied subjects and can adapt themselves to a variety of circumstances requiring completely different types of action. It is essential that they can comprehend masses of legislation and apply it with discretion. The constable is now more likely to have to deal with the law-breaker than the criminal and his immediate associates. The law-breaker, the man has committed some trivial offence, is probably a well-educated and perfectly respectable citizen who expects to be dealt with by a courteous and well-educated constable. The police service cannot function without the support of the public. A better educated public is entitled to expect a better educated constable. Members of the public will tend to give less support to the police if they cannot see in the constables with whom they have contact courteous, well-educated and capable men and women who are a credit to the community which they serve.

SUGGESTED RECOMMENDATIONS

The following recommendations may best fit the situation :—

1. Candidates for the police service should be required to pass a Common Entrance Examination.
2. The standard of examination should be as laid down in Para. I (1) (a) of the Schedule in the Police (Promotion) Regulations, 1956.
3. The examining agency should be the Civil Service Commissioners.

APPENDIX C

APPOINTMENT, PROBATION and TEMPORARY PROMOTION

Disqualifications for appointment of constable

4. (1) No person shall be eligible for appointment to a police force and the services of a member of a police force may be dispensed with at any time if without the consent of the chief officer of police—

- (a) he carries on any business or holds any other office or employment for hire or gain ; or
- (b) he resides at any premises where any member of his family keeps a shop or carries on any like business ; or
- (c) he holds, or any member of his family living with him holds, any licence granted in pursuance of the liquor licensing laws or the laws regulating places of public entertainment in the area of the police force in which he seeks appointment or to which he has been appointed, as the case may be, or has any pecuniary interest in any such licence ; or
- (d) his wife or her husband, not being separated or divorced from him or her, as the case may be, keeps a shop or carries on any like business in the area of the police force in which he or she seeks appointment or to which he or she has been appointed, as the case may be :

Provided that, in case of refusal of consent, there shall, in a borough police force, be an appeal to the watch committee, whose decision shall be final.

(2) For the purpose of this Regulation, the expression "member of his family" shall include parent, son or daughter, brother or sister, wife or husband.

THIRD SCHEDULE

RESTRICTIONS ON THE PRIVATE LIFE OF MEMBERS

1. A constable shall at all times abstain from any activity which is likely to interfere with the impartial discharge of his duties or which is likely to give rise to the impression amongst members of the public that it may so interfere ; and in particular a constable shall not take any active part in politics.

2. The place at which a constable resides shall be subject to the approval of the chief officer of police.

3. (1) A constable shall not, without the previous consent of the chief officer of police, receive a lodger in a house or quarters with which he is provided by the police authority or sub-let any part of the house or quarters.

(2) A constable shall not, unless he has previously given written notice to the chief officer of police, receive a lodger in a house in which he resides and in respect of which he receives a rent allowance or sub-let any part of such a house.

4. A constable shall not wilfully refuse or neglect to discharge any lawful debt."

APPENDIX D

FIRST SCHEDULE—DISCIPLINE CODE

1. Discreditable conduct, that is to say, if a member of a police force acts in a disorderly manner or any manner prejudicial to discipline or reasonably likely to bring discredit on the reputation of the force or of the police service.

2. Insubordinate or oppressive conduct, that is to say, if a member of the police force—

- (a) is insubordinate by word, act or demeanour, or
- (b) is guilty of oppressive or tyrannical conduct towards an inferior in rank, or
- (c) uses obscene, abusive or insulting language to any other member of the force, or
- (d) wilfully or negligently makes any false complaint or statement against any member of the force, or
- (e) assaults any other member of the force, or
- (f) improperly withholds any report or allegation against any member of the force.

3. Disobedience to orders, that is to say, if a member of a police force disobeys or without good and sufficient cause omits or neglects to carry out any lawful order, written or otherwise, or contravenes any requirement of the Third Schedule to the Police Regulations, 1952.

4. Neglect of duty, that is to say, if a member of a police force—

- (a) neglects, or without good and sufficient cause omits, promptly and diligently to attend to or carry out anything which is his duty as a constable, or
- (b) idles or gossips while on duty, or
- (c) fails to work his beat in accordance with orders, or leaves his beat point or other place of duty to which he has been ordered, without due permission or sufficient cause, or
- (d) by carelessness or neglect permits a prisoner to escape, or
- (e) fails, when knowing where any offender is to be found, to report the same, or to make due exertions for making him amenable to justice, or
- (f) fails to report any matter which it is his duty to report, or
- (g) fails to report anything which he knows concerning a criminal charge, or fails to disclose any evidence which he, or any person within his knowledge, can give for or against any prisoner or defendant to a criminal charge, or
- (h) omits to make any necessary entry in any official document or book, or
- (i) neglects, or without good and sufficient cause omits, to carry out any instructions of a medical officer appointed by the police authority or, while absent from duty on account of sickness, is guilty of any act or conduct calculated to retard his return to duty.

5. Falsehood or prevarication, that is to say, if a member of a police force—

- (a) knowingly makes or signs any false statement in any official document or book, or
- (b) wilfully or negligently makes any false, misleading or inaccurate statement, or
- (c) without good and sufficient cause destroys or mutilates any official document or record, or alters or erases any entry therein.

6. Breach of confidence, that is to say, if a member of a police force—

- (a) divulges any matter which it is his duty to keep secret, or
- (b) gives notice, directly or indirectly, to any person against whom any warrant or summons has been or is about to be issued, except in the lawful execution of such warrant or service of such summons, or
- (c) without proper authority communicates to the public press, or to any unauthorised person, any matter connected with the force, or
- (d) without proper authority shows to any person outside the force any book or written or printed document the property of the police authority, or
- (e) makes any anonymous communications to the police authority or the chief constable or any superior officer, or
- (f) canvasses any member of the police authority or of any county, city or borough council with regard to any matter concerning the force, or
- (g) signs or circulates any petition or statement with regard to any matter concerning the force, except through the proper channel of correspondence to the chief constable or the police authority, or in accordance with the constitution of the Police Federation, or
- (h) calls or attends any unauthorised meeting to discuss any matter concerning the force.

7. Corrupt practice, that is to say, if a member of a police force—

- (a) receives any bribe, or
- (b) fails to account for or to make a prompt and true return of any money or property received by him in his official capacity, or
- (c) directly or indirectly solicits or receives any gratuity, present, subscription or testimonial, without the consent of the chief constable or the police authority, or
- (d) places himself under pecuniary obligation to any publican, beer retailer, spirit grocer, or any person who holds a licence concerning the granting or renewal of which the police may have to report or give evidence, or
- (e) improperly uses his character and position as a member of the force for his private advantage, or
- (f) in his capacity as a member of the force, writes, signs or gives, without the sanction of the chief constable, any testimonial of character or other recommendation with the object of obtaining employment for any person or of supporting an application for the grant of a licence of any kind, or
- (g) without the sanction of the chief constable, supports an application for the grant of a licence of any kind.

8. Unlawful or unnecessary exercise of authority, that is to say, if a member of a police force—

- (a) without good and sufficient cause makes any unlawful or unnecessary arrest, or
- (b) uses any unnecessary violence to any prisoner or other person with whom he may be brought into contact in the execution of his duty, or
- (c) is uncivil to any member of the public.

9. Malingering, that is to say if a member of a police force feigns or exaggerates any sickness or injury with a view to evading duty.

10. Absence without leave or being late for duty, that is to say, if a member of a police force without reasonable excuse is absent without leave from, or is late for, parade, court or any other duty.

11. Uncleanliness, that is to say, if a member of a police force while on duty or while off duty in uniform in a public place is improperly dressed or is dirty or untidy in his person, clothing or accoutrements.

12. Damage to clothing or other articles supplied, that is to say, if a member of a police force—

- (a) wilfully or by carelessness causes any waste, loss or damage to any article of clothing or accoutrement, or to any book, document or other property of the police authority, served out to him or used by him or entrusted to his care, or
- (b) fails to report any loss or damage as above however caused.

13. Drunkenness, that is to say, if a member of a police force, while on or off duty, is unfit for duty through drink.

14. Drinking on duty or soliciting drink, that is to say, if a member of a police force—

- (a) without the consent of his superior officer, drinks, or receives from any other person, any intoxicating liquor while he is on duty, or
- (b) demands, or endeavours to persuade any other person to give him, or to purchase or obtain for him, any intoxicating liquor while he is on duty.

15. Entering licensed premises, that is to say, if without permission a member of a police force enters—

- (a) while on duty any premises licensed under the liquor licensing laws or any other premises where liquors are stored or distributed when his presence there is not required in the execution of his duty, or
- (b) any such premises in uniform while off duty.

16. Lending, borrowing or accepting presents, that is to say, if a member of a police force lends money to any superior in rank or borrows money or accepts any present from any inferior in rank.

17. Conviction for a criminal offence, that is to say, if a member of a police force has been found guilty by a court of law of a criminal offence.

18. Being an accessory to a disciplinary offence, that is to say, if a member of a police force connives at or is knowingly an accessory to offence against discipline.

IV. STATISTICS OF CRIME

108. Before reaching their conclusions upon the level of police pay, the Royal Commission should be aware that the number of indictable offences known to the police have increased substantially during recent years. By comparison with pre-war, they are now more than double in number. The annual average of indictable offences in the years 1935—1939 was 267,286. In 1958, the number of such offences had risen to 626,509. These totals were made up as follows:

OFFENCE	Annual Average	
	1935 — 1939	1958
Offences against the person	7,238	29,828
Offences against property with violence ...	44,569	132,988
Offences against property without violence ...	209,328	448,805
Malicious injuries to property	549	3,607
Forgery and offences against the currency ...	1,680	5,376
Other offences such as perjury, suicide, etc. ...	3,922	5,905
TOTAL:	267,286	626,509

109. The Commission will no doubt want to form a conclusion as to whether more policemen on the beat would reduce the 1958 total of 626,509 to pre-war levels.

110. We must report to the Royal Commission that there is general agreement among those who study the problem that the certainty of detection is the best deterrent of crime in the short run. The Lord Chief Justice himself said this recently in a debate on the Police Service in the House of Lords on 27th January, 1960:

"I start from this—and I am afraid that I have been saying it over and over again; that it is a sound principle that the certainty of punishment is a greater deterrent than its severity. It was a principle advocated by Sir William Blackstone, and has been repeated often since; but I think that today our attention is so concentrated on the reform of the prisoner that we are apt to forget that fundamental principle. Let us reform the prisoner, if we can. But first and foremost, let us see that no offence is committed and, accordingly, that there is no prisoner to reform.

Surely that principle is all the more important when, human nature being what it is, every potential criminal thinks that he is the one clever man who is going to escape. Unless and until we approach the ideal of the certainty of punishment, there is little except the fear of punishment to deter the potential criminal. In case after case today we are finding, when sentencing a prisoner, that he is asking for a whole batch of other offences to be taken into consideration. Only last term in the Court of Criminal Appeal a young man asked for 65 housebreakings to be taken into consideration. These offences had taken place over eighteen months. It was not until his 66th offence that he was discovered. There is no deterrent to be found there. All there is is confirmation that crime pays."

(*House of Lords Official Report*, 27th January, 1960, Column 728)

We can only echo the sentiments of the Lord Chief Justice and we regard it as a grave reflection on the state of law and order that in Britain today, any would be offender has a 50:50 chance of getting off scot free.

111. An illustration of the effect of an adequate number of police on patrol is drawn from New York where the Commissioner of Police made an experiment a few years ago at East Harlem. This is what happened:

"Convinced that more policemen would reduce crime he secured permission to experiment with East Harlem, one of New York's black spots. At 8 a.m. on September 1 four times as many policemen as usual paraded for the first duty shift.

Harlem was dumbfounded. For the first time in living memory there were blue-coats at intervals of every few blocks, patrolling slowly on foot, alert to prevent crime and not sweeping by in fast cars, sirens blaring, on their way to clear up a mess of crime already committed.

Until then the theoretical strength of the precinct, with a mixed racial population of 120,000, had been 188. Office work, and specialisation of other kinds, had accounted for well over half of these, and with time off and so forth this meant that never more than 17 at a time had patrolled the area in the old, time-honoured way.

The experiment lasted 10 weeks, and resulted in an overall reduction in crime of over 50 per cent.

(*Police Chronicle and Constabulary World*, January 9, 1959)

In addition to this overall reduction in crime, a far higher number of offences were detected, in some cases as high as 75% of the crimes committed.

112. The Police Federations are in no doubt that a strong and effective Police Force manning the beat is the most effective and the quickest deterrent to crime.

113. But in our towns and cities in 1960 many beats are left uncovered day after day. This may sound strange to the Royal Commission in view of the re-assuring reports about the growth in police strength over pre-war days. But the effect of this growth has been partially offset by a reduction in working hours from 48 to 44 and by the growth of specialist duties. Because of the growing complexity of crime, more men than ever seem to be needed on duties that take them away from the beat. But it seems to the Police Federations that the "beat" is the one place from which a man should not be spared and every effort should be made to keep them fully manned.

114. Newer methods of policing such as the use of dogs, mechanised patrols, wireless cars, etc. are invaluable as adjuncts to the beat system. The weakness today is that these newer methods are being used as replacements for the policeman on the beat and not as adjuncts to assist him in his work.

115. We give an example from the City of Birmingham. On March 4th this year, the *Daily Telegraph* reported that on the previous Wednesday night, thieves blew two safes in the jewellery quarter of Birmingham and got away with gold bullion valued at £15,000. They cut through iron bars at the rear of the premises and used blankets and sacks to muffle the explosion when they blew the safes. The theft was not discovered until the firm's foreman arrived at work the following morning. This was the second time this firm had been raided in two years. On the previous occasion, £2,000 worth of gold bullion was stolen.

116. The Royal Commission may be interested to know how current police coverage of the area in which the robbery took place compares with pre-war. For this purpose, we attach two maps, one showing the beats in the jewellery quarter of Birmingham in 1939 and the other, the beats in 1959. In 1939 there were 25 beats; in 1959 there were only 9 beats, a number of beats having been amalgamated. In 1939 almost every one of the 25 beats was patrolled by a single man at night plus a constable on cycle patrol who covered the complete jewellery quarter. In addition eight plain clothes officers operated at night up to 11.30 p.m.

and four plain clothes officers operated after that time. There was an Inspector and four Sergeants on patrol to each watch. Police Constables with less than five years service did not work these vulnerable beats.

117. Today, the industrial character of the area remains unchanged. Rehousing has resulted in firms taking over more premises that were formerly used as dwelling houses but, despite this, there is reckoned to be more overcrowding among these firms than there was in 1939. Yet the Commission will observe that there are now only nine beats, worked by nine constables. The average beat is now 103 acres; in 1939 it was 25 acres. In an endeavour to make up for the shortage of men, constables on the 2—10 p.m. shift often remain on duty until 2 a.m. on foot patrol, working overtime. There is a wireless control car, with a dog and its handler, that patrols the whole of the city at night and can, of course, be called quickly. An Inspector and two Sergeants carry out the supervision of the beats. The average length of service of constables is not quite four years.

118. The Commission will see that the degree of protection now afforded in the jewellery quarter is far, far less than was thought proper before the war. Is it surprising that thieves should break into one firm twice in two years? All experienced officers assert that the knowledge among thieves that beats are amply manned by an adequate number of policemen is the strongest possible deterrent to the would be criminal.

V. PRINCIPLES AND METHODS OF FIXING PAY FOR THE PUBLIC SERVICES

119. Since 1953 a number of attempts have been made by independent bodies to determine some principles of pay that will ensure equity to groups of public servants, in periods of rapid upward movements in wages and prices throughout the economy. Public servants do not strike, and rarely threaten to do so. They do not possess, therefore, the ultimate sanction in a struggle for higher wages. They can only argue and reason, but as their fortunes are very much tied up with official wages policies, their pleas may not succeed, however well founded their arguments may be.

120. This has caused unrest in a number of public sectors, and we believe is partially responsible for the recent spate of independent inquiries. In this section we outline the conclusions reached by a number of these Commissions in the hope that it will prove useful to the Royal Commission in forming their own conclusions.

121. Everyone who examines this field quickly becomes aware that the word "Principles" used in connection with pay has a variety of meanings. Sometimes "principles" are the ends to be aimed at. On other occasions "principles" are the methods to be followed in reaching the "ends". The Royal Commission on the Civil Service (Priestley) recognised this confusion and made an effort at the outset of its work to disentangle the threads. They distinguish:

- "(i) The ultimate end in view: we think this may be briefly defined as "an efficient Civil Service, fairly remunerated."
- (ii) The principles which should govern the construction of a pay system designed to promote the end defined in (i): comparisons with outside rates of pay for comparable work or with movements in the cost of living are examples of principles in this sense.
- (iii) The practical methods, or techniques, required for the application of principles are as defined in (ii): the principle of comparisons with outside rates, for example, involves decisions as to the comparability of particular employments.

(Cmd. 9613, paragraph 67)

But despite this brave beginning it seems to an impartial observer that (ii) and (iii) tended to slide into each other during the Commission's discussion on the principles of pay and that the distinction between them eventually became blurred.

122. Nevertheless, Chapter IV of their Report (Cmd. 9613) is the most complete contemporary discussion of the problem of principles of pay and we believe the Royal Commission will find it worth their while to study this analysis.

123. The nearest the Priestley Commission gets to stating a general law that should operate universally at all times and in all circumstances (which is what we take a "principle" to be) is in paragraph 95 of their Report. They say that it is

"the maintenance of a Civil Service recognised as efficient and staffed by members whose remuneration and conditions of service are thought fair both by themselves and by the community they serve. This ideal can in fact never be absolutely achieved, but the aim must be to approach to it as closely as possible".

124. We do not see that this definition can be bettered, although there are very real limitations to its usefulness, as the Priestley Commission recognised. It leaves practically every statement in the definition open to argument and dispute. Nevertheless, if it is applied in its general form to the Police Service, we believe there will be no doubt in the minds of the Royal Commission that the "ultimate ends" are not at present met.

125. Take each statement in turn. First, both the police themselves and the public recognise that their major task of preventing crime and safeguarding life and property is not fulfilled as well as it has been in times past, and both police and public recognise that this task should be better carried out.

126. As to the second part of the principle, the police certainly do not regard their remuneration and conditions of service as fair. This feeling has persisted with growing intensity for the last 15 years since the end of the war, and has finally led to the question of pay being submitted to the Royal Commission.

127. Third, it is probably true to say that the community as a whole recognises that the police are not fairly paid. Numerous expressions of opinion have appeared in debates in both Houses of Parliament, in editorials of leading newspapers and in radio and television discussion. To quote one comment that is representative of many:

"Is inadequate pay a main cause of the decline in the strength of Britain's police forces? If it is, then, as the Lord Chief Justice urged in last week's Lords' debate, rates should be raised without waiting for the Royal Commission's report".

The editorial goes on to examine factors which make police work unattractive, and concludes:

"But, when all is said, the rates of police pay must count against whatever attractions the career offers, including stability and a good pension. A fully-fledged constable, getting just over £13 per week, is much worse off than most skilled working men having any comparable training and responsibility. The police force is a service we should not stint; for good government begins with public order".

(*Sunday Times*, 31st January, 1960)

In short, the Police Federations submit that there would be considerable agreement both in the Service and among the public that the "ultimate ends" of an efficient service, fairly remunerated, have not yet been reached.

128. The question that follows is what "principles" (to adopt the Priestley Commission term) are necessary to attain the ultimate end? Priestley's view is expressed as follows:

"A correct balance will be achieved only if the primary principle of civil service pay is fair comparison with the current remuneration of outside staffs employed on broadly comparable work, taking account of differences in other conditions of service". (paragraph 96).

To achieve this, Priestley proposed a Pay Research Unit that should be operated jointly under the control of the Treasury and the Staff Side. This Pay Research Unit is now in existence, and it secures confidential information from outside industry about rates of pay for comparable work. In many fields of Civil Service work this should be possible. For example, a typist in the Civil Service most obviously has a counterpart elsewhere. Even so, in this field that should have proved easy, arbitration has resulted over the pay of typists because of differences of view arising from the Pay Research Unit Report. The Treasury and the Staff Side disagreed about the weighting to be given to outside rates of pay, the selection of firms for comparison, the factors in total remuneration which cannot be given arithmetical expression, and the significance to be attached to internal relativities in the Civil Service. Indeed there seems to be hardly any points upon which the two parties were agreed when they received the finished product of the Pay Research Unit.

129. On the other hand, in fairness, it must be said that in some fields, notably and most recently in the ranks of Executive Officer and Higher Executive Officer, there has been agreement about a major re-assessment of pay as a direct result of the contribution of the Pay Research Unit to knowledge in the field of comparable work.

130. A similar task to that of the Civil Service Pay Research Unit was carried out by the Railway Pay Committee of Enquiry (The Guillebaud Committee) which reported on 2nd March, 1960. The task they were set was to conduct an investigation into the relative pay of the staff of British Railways compared with the pay of staff in other public services, nationalised industries and private undertakings, by establishing a degree of job comparability, as well as through other means. They put forward detailed recommendations, but a careful reading of the Report shows constant references to the difficulties they found in making detailed comparisons of work on the railways with work elsewhere that, at first sight, appeared to be similar. At one point they say:

"for these reasons, there is but rejected comparisons to show for much of the labour of our investigators and secretaries".

(Paragraph 55).

But they do manage to produce careful studies of nearly every grade in the railways and also of 137 jobs in outside industry whose comparability seemed to be substantiated.

131. The Guillebaud Committee in trying to weigh the net balance of advantage and disadvantage in railway employment by comparison with outside industries could find no objective criteria for assessing monetary value of these factors. In reaching their "over-all conclusions", they said:

"we have to rely on judgement, on common sense and on considerations of equity".

(Paragraph 156).

They recognised that there were some occupations such as footplate men and signalmen which are peculiar to the railways and with whom comparisons cannot be made. In the case of these grades, the Guillebaud Committee have reached conclusions about their appropriate level of pay by using the pay of other railway grades as a yardstick, for whom an outside comparison had previously been found. In short, they used internal relativities.

132. We have set out the work of the Civil Service Pay Research Unit and the Guillebaud Committee at some length. But our conclusion is that it is not possible for the Police Service to adopt a similar "principle" of fair comparison for, like the footplate staff on the railways, there are few outside staffs employed on broadly comparable work with the police and, unlike the footplate staff, the police have no internal relativities, by which their pay can be fixed.

133. For the sake of completeness we should add that the Priestley Commission proposed an Independent Standing Advisory Committee for the Higher Civil Service charged with the responsibility of keeping their pay under review and for advising on changes. This Committee has been set up with Lord Coleraine as Chairman. A proposal is now afoot to set up a similar Committee for the higher grade officers in local government, but it has met with opposition from the National Association of Local Government Officers.

134. For ourselves, we prefer negotiating machinery and we would not regard the Coleraine Standing Committee as an acceptable alternative to the ranks covered by the Police Federations.

135. Principles of pay have also been examined in the Prison Service which is, in one way, analogous with the Police, at least in the sense that neither service has much relationship to any other occupation. A Committee under the Chairmanship of Mr. Justice Wynn-Parry published a Report in 1959 (Cmd. 544). The Wynn-Parry Committee recognised the difficulty of a fair comparison between the Prison Service and other occupations in the following terms:

"It must, we think, be recognised that the Prison Service although part of the Civil Service, is *sui generis*. From this circumstance spring two difficulties. The first is the difficulty of applying the principle laid down by the Royal Commission on the Civil Service 1953-55, that where possible comparison should be made with broadly comparable work outside the Civil Service taking account of different conditions of service.

The second difficulty is that of making comparison with other branches of the Civil Service itself. We have made such comparisons as are possible, but the necessary result of the two difficulties to which we have alluded is that we have had to attempt to resolve certain problems without much degree of comparison". (paragraph 7).

136. The Wynn-Parry Report made further reference to the extreme difficulties they found in compiling pay scales (paragraph 89). They said that their recommendations are the result of "an essentially empirical approach". They had been furnished with rates of pay in outside occupations, but they were not able to draw even an approximately accurate comparison with the Prison Service. They had, however, considered this evidence "such as it is", and had considered most carefully "the work which those engaged in the various grades of the Prison Service are called upon to perform; the degree of responsibility which they have to assume; the growing emphasis on rehabilitation and training of prisoners; and the conditions of service under which the various grades will have to work ...". Taking all these considerations into account, they then endeavoured to assess the proper rate for the job.

137. In paragraphs 97 and 98, they considered how future movements in pay should be determined. They said:

"Since, as we have said, comparisons of duties—and we emphasise the word "duties"—cannot be made, we consider that the only practicable alternative is for future movements of pay of the Officer Grades to be linked to the movements of pay of other Civil Servants in pay ranges similar to those which we have recommended for the Officer Grades. This will have the effect of

applying indirectly (we are unable, as we say, to see how it can be done directly) the principles of the Royal Commission to which we have referred above."

In short, it comes to this; the pay of Civil Service grades is now related to fair comparisons with pay for comparable work in outside employment. The pay of the Prison Officer grades is related to the pay of those Civil Servants whose pay range is similar to that of Prison Officers. In effect the Prison Officer's pay is determined by reference to jobs in outside industry comparable to those Civil Servants whose pay scale corresponds with that of Prison Officers.

138. Dr. M. B. Cairns, one of the members of the Committee, made a reservation on this recommendation. In her view, it was preferable that any future movement of pay for Prison Officer grades should be considered on its own merits, the appropriate arbitration procedure being available if necessary.

139. Unfortunately she did not state what are the "merits" of Prison Officers' pay. But in the view of the Police Federations she was certainly more realistic than the Wynn-Parry Commission which, in our view, has fixed a point of reference for Prison Officers' pay that is too remote from that of the Prison Officers themselves. It makes the Prison Officers too dependent upon the fortunes of one particular grade in the Civil Service which, for a number of reasons, might fare better or worse than the general run of employees.

140. Other objections from the point of view of the Police Federations are that police officers unlike the Prison Officers are not part of the Civil Service, nor are we competitive with the Civil Service for recruits.

141. Two immediate differences spring to mind. On the whole, police recruits have a desire, at any rate, at the outset of their careers, for an outdoor life. Frequently they have a taste for adventure which they hope to fulfil. Neither of these qualities is pre-eminently apparent in the Civil Service. Then again as we are not part of the Civil Service, our pay negotiations are not conducted with the Treasury but with an ad hoc body made up of local authority representatives together with a small number of representatives from the Home Office and the Scottish Office.

142. A very recent investigation has taken place into the levels of professional remuneration of doctors and dentists by Sir Harry Pilkington (Cmd. 939). They state the "ultimate ends" (although they do not use the term) of the Priestley Commission in somewhat different terms:

"If the nation wants the benefit [of a National Health Service] it must accept the cost and provide means to ascertain the facts and to do financial justice, neither less nor more, to those who work in that service".

(paragraph 8).

As to the "principles" of pay, they set them down as follows:

"... doctors and dentists should have their remuneration settled by external comparison, principally, though not necessarily exclusively, with professional men and others with a university background in other walks of life in Great Britain".

(paragraph 16).

They went on to say:

"... regard should be paid among other matters to the general trend of recruitment in quality and quantity, and to the relative status of the medical and dental professions and of other occupations in other countries".

(paragraph 17).

Third, they do not "consider that either doctors or dentists should ever have a fixed place in a changing world". They were of the opinion that the financial position of doctors or dentists might vary in relation to other occupations "... for various reasons including the maintenance of a proper balance of recruitment between these and other professions". (paragraph 29).

143. Having made their proposals for a rate of pay, their solution for future changes was to recommend:

"the setting up of a Review Body somewhat similar to the Advisory Committee on the Higher Civil Service (the Coleraine Committee) to watch the levels and spread of medical and dental remuneration, and to make recommendations to the Prime Minister." (paragraph 13).

144. In some ways they reached the same conclusion as the Guillebaud Committee reached and at much the same time, for they said:

"The main task of this Body will be the exercise of the faculty of good judgment, and it must be composed of individuals whose standing and reputation will command the confidence of the professions, the Government and the public".

145. We give one final illustration from the Armed Services of recent attempts made to select a yardstick for measuring pay. The Report of the Grigg Advisory Committee on Recruiting (Cmd. 545) referred to the fact that the pay of both officers and other ranks bears a reasonable relationship to that outside. But they were concerned that inflation should not eat away the real value of Service emoluments as much as it had done hitherto. Therefore, they recommended an automatic biennial review:

"which should take into account movements in civilian earnings over a range of occupations to be determined by agreement between the Treasury and the Service Departments."

(paragraph 251).

This recommendation was accepted by the Government and the first review has recently been completed and published under the title, *Service Pay and Pensions* (Cmd. 945).

146. The Minister of Defence has adopted two different methods for measuring changes in pay. For officers, he says that changes in their pay

"will in future be governed broadly by relative changes in the pay of comparable grades in the home Civil Service".

(paragraph 3).

This has resulted in increases of pay ranging from £72 per annum for a Captain and £219 per annum for a Brigadier, to an increase of £730 per annum for a Field-Marshal.

147. For other ranks, the Minister of Defence announces that changes in pay of ratings, soldiers and airmen,

"... will be governed broadly by changes in the average earnings and wages in manufacturing and certain other industries as notified by the Minister of Labour".

(paragraph 5).

This has led to increases ranging from 7s. per week for a Corporal, 14s. per week for a Staff Sergeant and up to 35s. per week for certain "other rank" technicians.

148. This completes our summary of the "principles" governing the pay of Civil Servants, Prison Officers, doctors and dentists, railwaymen and the Armed

Services. All of these are public servants numbering between 1½—2 million men and women. As we have said it is no accident that these attempts to establish principles of pay have all taken place in the last five years. They follow a period of swift upward change in price levels, an upward movement in real incomes, an increase in national wealth and the establishment and growth of new and prosperous industries. The thread that runs through all these reviews is the desire to tie the public servants concerned to an external indicator. In a society in which the standard of life has improved and, according to many experts, is likely to continue to improve, this is to be expected. Otherwise there will be a feeling of inequity and injustice that employees in the public services do not share in the rising standards brought about by an increase of the national wealth. It is inevitable that public servants such as the police become disturbed if they see the real wages of other groups increasing fortuitously while they are left behind.

149. From the public servants' point of view, changes in industrial wage rates are the most realistic guide by which the adequacy of their pay scales can be measured.

150. The wage rate has two functions—economic and social. It fulfils its social function if it is fixed at such a level that a group of wage earners is not unduly disturbed by comparisons with other groups outside or inside the industry or service in which it works. Measured by this test, there is no doubt that in the Police Service, the "social function" of existing wage rates is not properly fulfilled. The "economic function" of the wage rate is to bring in a supply of recruits of the required numbers and the right quality and to retain them. If the rate is too low, neither sufficient men, nor men of the right quality will appear. Measured by this test, the Federations submit to the Commission that the "economic function" of police wage rates is not fulfilled.

151. On both counts—social and economic—there is a strong case for a substantial increase in police pay. As to how the Royal Commission will measure it we can only agree with the Guillebaud Committee and the Pilkington Committee when they say that, "we have to rely on judgement, on common sense and on considerations of equity" (Guillebaud), and, "the main task . . . will be the exercise of the faculty of good judgement" (Pilkington).

152. We submit that this must also be the approach of the Royal Commission. When you have examined the historical background of existing pay scales; observed the downward movement in the relative status and remuneration of the police over a long period; reached conclusions as to the nature and extent of the protection against law breakers demanded by the community; assessed the prospect of the Police Service fulfilling these demands; weighed the strong discontent in the Service; then the Commission must reach a conclusion based on good judgement and slot the policeman into his appropriate niche in the wage structure.

VI. PROPOSALS FOR ASSESSING THE PAY OF THE CONSTABLE

153. The Royal Commission will wish to know the Federation's proposals for assessing the pay of the Constable. In answering this question, we take a different view from the local authorities. Their view has been that as long as there continues to be a national shortage of manpower, shortages in the Police Force will have to be accepted. This passive acquiescence gives no satisfaction to the police themselves and, we dare say, little comfort to the public at large. Few policemen have a sense of full satisfaction when they are unable properly to protect life and property and prevent crime. For many of them their role has become one of detecting the criminal after he has committed the crime instead of preventing the commission of the offence.

154. Nor is the view that shortages are inevitable accepted by the Lord Chief Justice. He said in the debate on the Police Services in the House of Lords on 27th January, 1960:

"It seems to me that this is a matter which really brooks no delay. I appreciate that it is often said that, in a time of full employment, whatever you offer you may not get sufficient recruits, or sufficient recruits of the right type. But if there be any validity in that argument, it seems to me that it makes it all the more important that we should start at once to try to recruit new entries into the Police Force. For myself, I earnestly hope that consideration can be given to some immediate increase in pay or improvement in the conditions of service, or at any rate that the Royal Commission should be asked to deal with that as a matter of urgency and by way of Interim Report".
(*House of Lords Official Report*, 27th January, 1960, Column 729)

155. The Lord Chief Justice made what he described as

"an earnest plea that some immediate steps should be taken to make the terms of service and conditions of service of the Police Forces such as will attract new recruits and recruits of the right type and calibre".
(column 728).

156. As to what the Constable's pay should be, we have not found any major occupations whose duties are comparable with those of the police for the purpose of pay. To take the railway police as an example: their scales of pay tend to be derived from those of the police.

157. We can give one or two tiny illustrations to the Royal Commission. For example we have been informed that works police at I.C.I. Billingham are paid as follows:

Works Constables:	£780—£845 per annum, including a shift disturbance allowance to cover week-end working and night duty.
Works Sergeants:	£1,030—£1,280 per annum, including a shift disturbance allowance to cover week-end working and night duty.

We regard these men as uniformed watchmen with none of the responsibilities of a Police Constable and we quote them only to show that for work that carries far less responsibility than that of a Police Constable, rates are paid in excess of the Constable's present maximum.

158. Another possible analogy is with Immigration Officers at the ports and airports whose duty it is to enforce the Aliens Order regarding entry into the country. They may refuse leave to land and give directions for the removal of aliens. They need to be able interrogators and show themselves capable of making prompt and accurate decisions. Their work calls for tact, discretion and a personable approach. Their powers seem to be similar but not so far reaching as those of a Constable, whilst requiring qualities which seem very similar to those necessary in a Constable. Immigration Officers receive a scale of pay equivalent to that of the Executive Officer in the Civil Service, from £440—£1,110.

159. Perhaps the closest comparison can be found in the Post Office Investigation Branch, where Police Sergeants of "A" Division of the Metropolitan Police work alongside Investigation Officers. These are Post Office employees recruited from telephone engineers, counter-clerks and, occasionally, clerical officers. Their main duty is to detect offences committed by Post Office employees. Their remuneration is on the scale £780—£1,330 per annum. Alongside them work 45 Police Sergeants (together with a handful of higher ranks) whose scale is, as

the Commission knows, £745—£795 per annum, with a special duty allowance of 10s. per week. These Sergeants do comparable work with that of the Investigation Officers the difference being that they are not concerned with offences by Post Office employees, but with offences by members of the public. The Commission may like to enquire more closely into this comparison.

160. As to other occupations other than those of the manual worker, according to information available to the Federations, bank clerks are on varying scales depending upon the bank in which they work, but their maximum varies between £900 and £1,100. A teacher's basic maximum is £1,000 plus a large number of allowances for various qualifications; moreover, the Commission will recall that 60% of school teachers are women. A Clerical Officer in the Civil Service enjoys a maximum of £790 per annum, and an Executive Officer, £1,110 per annum. There has been a recent review of Service pay and pensions published in February, 1960, (Cmd. 945) showing that a Staff Sergeant in the Army on 21 years engagement will in future enjoy a maximum of 297s. 6d. per week = £773 10s. per annum. A technical Staff Sergeant on the same engagement will receive 336s. per week = £874 per annum. Of course these ranks in the Army receive their keep in addition to their pay.

161. But the only real comparison we can make is between the Constable's maximum in the 1920s and 1930s and the average earnings of the manual worker during the same period. Without any addition for the value of the rent allowance we have shown that a Constable's maximum was between 55% and 60% above the earnings of the average manual worker. Today the average weekly earnings of a manual worker are 270s. 9d. per week, or £704 per annum. Applying a similar margin of 55%—60% to that which existed in the 1930s would give the Constable a maximum of £1,090—£1,125 per annum. But there is no doubt that the manual worker was underpaid in the inter-war years and that, very properly, his work has been revalued in an upward direction. Social changes willed by the nation and broadly accepted, substantially closed the gap between the higher paid manual workers and the middle classes, although some evidence points to that gap being widened again in the late 1950s. Nevertheless the Police Federations believe that this narrowing of the gap should be recognised and accepted within certain limits.

162. However, we cannot agree that the gap should be closed to the point at which the efficiency of the Police Service is undermined because it cannot get enough recruits of the right standard, and the serving policeman feels discontented with his lot. We have seen that this results in a slow deterioration in the proper maintenance of law and order. Moreover a further consideration is that the value of the policeman's fringe benefits is relatively less now than it was in the 1930s. Probably only the rent allowance has maintained its full value. For the rest, security of tenure, holidays with pay, sickness benefit, even superannuation itself, have been partially eroded by the advance of the general body of workers in these fields.

163. The Federations' view, therefore, is that in determining what gap should exist between the earnings of the manual worker and the policeman, some account should be taken of this factor.

164. Taking a line through all these figures, our broad judgement of the situation leads us to the conclusion that police pay at the maximum should be uplifted to about 40%—45% over the average weekly earnings of a manual worker. Such a percentage is, of course, less than pre-war and takes account of the social revaluation which we have already referred to. In figures, 40%—45% uplift over manual workers' current earnings would result in a maximum of about £1,000 per annum for the Constable.

165. The Federations' conclusion is that at this level of pay, the country could reckon to hold experienced men and could recruit an adequate number of new men of the necessary standard. There is little doubt that such a rate of pay, adequate in itself and reflecting the responsibilities of the Constable, would also make him feel that his social status had been properly recognised. As Mr. David Lockwood says in his book *The Black Coated Worker* :

"The tie between economic position and social status is close and obvious. What is forgotten is that the relationship is frequently reciprocal".

166. The salary that the Federations propose would raise the status of police duties in the estimation of the men themselves and in the eyes of the public. The policeman would feel, once more, that his job was highly valued by the community, and he would prize it accordingly. There would be a substantial improvement in morale, and the whole quality of protection by the police would be raised. Recruits would come forward from other walks of life who have not been interested hitherto because of the low rates of pay and indifferent prospects. We should no longer hear of careers masters of schools discouraging their brighter young men from entering the Police Service. The total effect would be incalculable in its benefits. In the Federation's view, it is well worth paying a higher price to secure an impartial, fearless, enforcement of law and order, the prevention of crime, and the protection of the private citizen. The fundamental question before the Royal Commission is this: what is the price the nation is prepared to pay for its Police Service? Because it will surely get the degree of protection it pays for.

VII. PROPOSALS FOR KEEPING POLICE PAY IN LINE WITH WAGE RATES IN OTHER INDUSTRIES

167. When the Royal Commission has recommended the adoption of principles for determining the pay of the Constable, the next question that arises, in full employment conditions, is how police rates of pay are to be prevented from lagging behind earnings in outside industry. During the last 20 years, industry has been the pace-maker, but it is, of course impossible for the Police Service to keep completely in step with changes in industrial earnings. We shall always lag behind, but the Police Service is entitled to ask that there shall be a quick response to upward movements in industry generally. In our view, it is necessary for the health of the Service that the time lag should, as far as possible, be eliminated.

168. On the assumption that the Royal Commission having recommended the principles that should govern police pay will also want to ensure that its value is not eroded by fortuitous circumstances, we consider the best way of achieving this end.

169. We cannot rely upon the Index of Retail Prices, for to do so in the circumstances of the last 15 years is to do no more than cushion the decline in real wages. Nor, in view of the absence of comparisons with police work, can we rely upon a Pay Research Unit to meet the needs of the Police Service.

170. We also reject the idea of tying ourselves to a rank in the Civil Service with comparable pay for reasons already given.

171. Nor do we think it would be appropriate to rely upon an external committee such as that recommended by the Pilkington Committee for doctors or by the Priestley Commission for higher Civil Servants.

172. The proposal we put to the Royal Commission springs from a suggestion made by Sir Roy Harrod in *The Times* of 7th January, 1960. He said:

"It ought surely to be possible by this time to have a national policy, based on bi-partisan opinion at the top level and put into effect voluntarily through the growing sense of responsibility of employers and trade unions, that wage-earners should get a little extra each year, but not too much. The 'little extra' may be put at about 2½ per cent. on the overall average, which seems

rather meagre when regarded in one year only but mounts up well over a dozen years. This would of course be a real increase, not a mere increase in terms of money offset by a rising cost of living".

173. Sir Roy Harrod's proposal is based on the assumption that we shall be able so to organise the economy that the people of these islands can expect a continuous rising standard of life based on an ever expanding industrial production. This assumption is widely shared in political, financial and economic circles and by some industrial leaders, notably among them being Lord Chandos, who has made a similar suggestion. But industrialists and trades unionists as a whole seem more sceptical than others and perhaps for that reason have not taken up Sir Roy Harrod's suggestion.

174. It would not be seemly for the Police Federations to suggest that this proposal should be applied to the Police Service in isolation from the general body of workers. But we would not be doing our duty to the members of the Police Service if we ignored the climate of opinion in which this proposal was put forward. It has been summed up by the Home Secretary in the words: "We can double our standard of life in 25 years".

175. Nor can we ignore our experience of the last two decades in which the Police Service has stood by and watched an unco-ordinated but highly successful scramble by particular groups outside the public services for higher standards of life. It is the discontent that this scene has caused in the public services which has, in our view, resulted in the unprecedented rash of Commissions during recent years, all attempting to find an external indicator by which to measure the pay of public servants. We have had Priestley, Wynn Parry, Grigg, Pilkington, Guillebaud, and now Willink.

176. We submit that it would be of advantage to a service such as the police and in the long run to the public also, if we could introduce an element of stability into the determination of our rates of pay in a fluid situation such as we have witnessed during the last two decades. We would then be able to prevent police standards from slipping fortuitously down the wage scale, until every few years the situation becomes so glaring that a salvage operation has to be conducted.

177. Our proposal to the Royal Commission is that in February of every year, there shall be a review of police pay using as a measuring rod the men's wages index for the previous year published by the Ministry of Labour in January. In a year in which the Index rises by $2\frac{1}{2}\%$ or more, there shall be an automatic adjustment of police pay, rounded up to the nearest half per cent. If the Index rises by less than $2\frac{1}{2}\%$, it shall accumulate until at the February review in any succeeding year, it has reached a minimum of $2\frac{1}{2}\%$.

178. Every third year it shall be open either to the Official Side or the Staff Side to ask for a review of the pay structure as a whole, to take into account factors such as the level of earnings in industry, the number of weekly hours worked and any other substantial alterations in the conditions of employment of the general body of workers.

179. We propose that the 1st January shall be a fixed date for adjustments of pay. A rounding up of the Index in one year shall be taken into account in deciding whether the Index has moved by $2\frac{1}{2}\%$ before an adjustment is made in the following year. In the event of the Wages Index moving downwards, police pay shall not be reduced until, at the next three yearly review, all other factors have been taken into account. We point out to the Commission that $2\frac{1}{2}\%$ is a significant movement in the Index, for at the present maximum of the Constable's salary, it represents nearly 7s. per week. Our proposal that pay should always be rounded "up" to the nearest half per cent. (and not "down") is based on the factor that police pay movements always follow after an upward movement of general wage rates. We reproduce an illustration of how the system would work.

	PERCENTAGE INCREASE IN MEN'S INDEX OF WAGE RATES	CUMULATIVE INCREASE	PERCENTAGE INCREASE IN POLICE PAY	CUMULATIVE INCREASE
Year 1	4.3			
2	2.3	6.6	4.5	
3	2.0	8.6	—	
4	2.7	11.3	4.5	9.0
5	5.2	16.5	—	
6	4.1	20.6	7.5	16.5
7	3.3	23.9	4.5	21.0
8	2.2	26.1	3.0	24.0
9	2.2	28.3	—	
10	3.6	31.9	4.5	28.5
11			3.5	32.0

180. Over a period of years, an automatic review system such as the one proposed, will ensure that police pay corresponds approximately with movements in wage rates; likewise, the proposed three yearly review will enable adjustments to be made that are not otherwise reflected in wage rate movements.

181. To some extent, we have reached the conclusion that the Index of Men's Wage Rates should be adopted, by process of elimination. That is to say we rule out Civil Service principles of fair comparison with comparable work; we rule out the Index of Retail Prices; and we rule out a link with a Civil Service grade of pay. In fact our proposal broadly corresponds with that adopted by the Government in respect of other ranks in the Armed Forces. It also has a positive merit because analysis shows that policemen on resigning from the Service take up a wide range of occupations. Their versatility, intelligence, character, discipline and training seems to make them acceptable in the widest range of occupations. We reproduce a list, (Appendix F) prepared by the Scottish Police Federation, showing occupations taken up by police officers on resignation from the Police Service between 1955 and 1959.

182. In the light of this analysis it seems to us that the whole range of occupations in outside employment is competitive with the Police Service. We should, therefore, do less than justice to serving police officers if we adopted a yardstick any less complete schedule of occupations than that contained in the Ministry of Labour Index of Wage Rates.

183. The Royal Commission will be interested in an analysis made by H.M. Inspector of Constabulary for Scotland in 1957 of the reasons for leaving the Police Service. He analysed a sample of 484 men who left the Scottish Police Forces within two years of joining during the years 1951—1955:

Total leaving the Service less than two years after joining	484
Discharged or dismissed	114
	370
Secured more remunerative employment ...	143
Dislike of conditions	112
Transfer	2
Emigrated	44
Domestic reasons	38
Housing and other conditions	31
	370

Reasons for Voluntary Resignations from Police Forces in England and Wales

Year	Inadequate Pay	Inconvenience of Shift Work or Hours	Dislike of Discipline	Disappointed with Prospects	Domestic and Personal	Unable to Settle Down to Police Work	Better Situation to go to	Other Reasons
1954	225	224	40	41	399	282	646	281
1955	449	267	46	64	459	264	749	300
1956	169	245	32	32	363	211	455	215
1957	209	228	39	44	436	279	695	282
1958	200	220	36	34	388	261	494	209

APPENDIX F

**LIST OF OCCUPATIONS TO WHICH POLICE OFFICERS ARE KNOWN
TO HAVE GONE ON RESIGNATION FROM THE POLICE SERVICE
BETWEEN 1955—1959**

Building Trade	Income Tax Clerk
Bricklayer	Baker
Clerk	Grocer
Plumber	Social Welfare Work
Joiner	Chauffeur Gardener
Painter	Distillery Work
Plasterer	Gas Board
Electrician	Shipyard Work
Quantity Surveyor	Welder
Butcher	Bus Driver
Farming	Coal salesman
Photographer	Engineer
Gardening	Book keeper
Fisherman	Apiarist
Librarian	Contractor
Minister of Religion	Valuer
Hotel Manager	Wireless mechanic
Clerk (Coal Board)	Brewery worker
Emigration	Weaving
to U.S.A.	Boot repairing
Cyprus	Male nurse
India	Bus conductor
Malaya	Security Officer
South Africa	Lorry driver
Rhodesia	Driving instructor
Canada	Factory worker
New Zealand	Insurance agent
Kenya	Industrial Fire Service
Australia	Motor car factory
Kuwait	Lighthouse service
School teacher	Clerk
Timber trade	Motor mechanic
Armed Forces	Forestry work
Royal Navy	Special investigator
Army	Jute Mill Manager
Royal Air Force	Civil Service
Fish Merchant	Prison Service
Time and Motion Study	Golf Club maker
Salesman	Draughtsman
Secretary	General labouring

VIII. OTHER FACTORS AFFECTING POLICE PAY

A National Rates of Pay

184. We have no alterations to propose to the present system of national rates of pay.

185. This issue was considered by the Desborough Committee in 1919 and later by the Oaksey Committee in 1948. Prior to the Desborough Committee, rates of pay for the police were essentially local and a table showing the wide variation in pay and allowances in the Police Service in 1914 in various parts of the country was given in Appendix I to the Desborough Committee Report. The following illustrations show how the pay of a married man, including rent, varied at the maximum of the scale:

Norfolk	...	...	...	28s. 6d. per week
Birmingham	...	...	...	43s. 2d. per week
Liverpool	...	...	...	40s. 0d. per week
Lancashire	...	...	...	38s. 3d. per week
Metropolitan Force	...	...	...	42s. 0d. per week
Buckinghamshire	...	...	...	35s. 0d. per week
West Riding, Yorkshire	...	...	...	40s. 7d. per week
Louth	...	...	...	29s. 0d. per week

By the end of the First World War, these differences in pay had been even further accentuated because of the differing amounts of war bonus paid in different forces.

186. The situation became so bad that in the autumn of 1918, the Home Office took the matter in hand and by means of Regulations, compelled a wide degree of conformity. Scales of pay were reduced to two only: one north of a line from the Wash to the Mersey (but including the Metropolitan Force) and the other, a scale 3s. lower than the first mentioned, south of that line.

187. The Desborough Committee were in no doubt that the existence of differing scales of pay had been detrimental to the best interests of the Service. They stated emphatically that

"... we are satisfied that these differences have very materially contributed to the unrest and dissatisfaction which have prevailed of late in the Police."
(paragraph 14).

188. Part of the unrest and dissatisfaction arose from the competition that existed between certain forces to encourage recruits into the Service and also because the fixing of rates of pay had become a matter of haggling between different county and borough police authorities.

189. The Desborough Committee further recommended national rates of pay because, basically, the duties of the police are the same. They said:

"... we have come definitely to the conclusion that the duties of a policeman are fundamentally the same in character throughout the forces within our terms of reference; that such differences as exist between one force and

another do not justify the wide differences in pay, pension and housing conditions ; and that the Police Service of Great Britain should be considered as a whole for the purpose of settling the main questions with regard to rates of pay, pension, allowances and conditions of service generally."

(paragraph 22).

190. For the next thirty years, this ceased to be a burning issue in the Police Service. Then the Oaksey Committee considered the problem again. They came to the same conclusion as Desborough. However, they were of the opinion that there was a difference in the cost of living between London and other areas but they reached the conclusion that

"... the provision of free quarters or the payment of a rent allowance instead had brought about provincial differentiation to a marked degree."

(paragraph 28).

Nevertheless they thought that something more was needed to bring policemen in London level with members in other forces and they recommended for Constables and Sergeants in London a small non-pensionable London allowance of £10 per annum. This allowance was later increased to £20 per annum non-pensionable.

191. The Police Federations do not accept the case for a London allowance. In our view, if proper scales of pay are fixed at an appropriate level on a national basis, there will be no need to tinker with these expedients.

192. The existing London allowance has caused more difficulty to the England and Wales Federation than any other single problem that they have faced since its introduction. Disputes about it have taken up an interminable time in discussion at Committees on all levels and, on occasion, the disruption of the Federation has seemed possible. The energies of the Federation's officers have been taken up with this problem to the detriment of other important work.

193. The London members have asked us to forward a statement of their views on the subject. This we do,* for they represent an important section of the Federation membership, but we would also claim the attention of the Commission to the lead already enjoyed by the members of the London forces as indicated in Appendix VIII of the Home Office Memorandum.

194. But we must tell the Commission that we disagree strongly with the conclusions of the London members. In our view they are misled into claiming this allowance because of their general dissatisfaction with the existing scales of pay. Their document is an understandable but misguided attempt to hoist themselves clear of the rest of the Service and so remedy their own grievance.

195. As will be noted from the table at the end of this Section, London is not the only area where recruitment difficulties are acute. A similar position exists in a number of other forces but the men in those forces have not put forward claims for higher rates of pay. On the contrary, they are opposed to any differentiation and recently when one police authority urged a higher rate for its own men in isolation from the rest of the country, all the federated ranks in that police authority area joined in rejecting the suggestion.

196. We cannot overemphasise the importance that is attached in the Police Service to the basic principle that a policeman should be paid the rate for the job irrespective of where it is performed. This principle was adopted by Desborough and re-inforced by Oaksey. Trustram Eve was impressed by manning difficulties and recommended a manning boost by increasing the scales of pay by an extra £30 per annum more than he would otherwise have thought appropriate. But we ask the Commission to note that it was an all round increase and did not apply only to certain forces. Even so, the Service is extremely hostile to special inducements of this nature, partly because of our experience since the Trustram Eve recommendation.

197. In particular in the course of the wage claim negotiation of 1957 and again in 1958, the Official Side argued that as recruits were entering the Service in satisfactory numbers at those times, we should discount the £30 per annum manning boost and write it off. They carried their argument to the Arbitration Tribunal who rejected it following our opposition. We based our opposition then on a simple ground, namely that it was sharp practice to increase scales of pay for the purpose of getting more recruits and then, once they had been recruited, to allow inflation to erode the value of the scales of pay they had been offered when they came into the service. In addition to being sharp practice, we also thought it was short-sighted, for a worsening of conditions would undoubtedly mean greater wastage.

198. The Service would resent very strongly special inducements for the purpose of recruiting additional men if these inducements were confined to particular forces. We stand by a national rate of pay and the Commission should be under no misapprehension that any departure from that long established principle will cause considerable unrest.

199. We endorse every word of the Desborough Committee's conclusion when they said, and we repeat :

"... that these differences [of pay] have very materially contributed to the unrest and dissatisfaction which have prevailed of late in the Police."

(paragraph 14).

Different rates of pay could even lead to the break up of the Federation as a national negotiating body. That would be a tragedy for we believe that the role the Federation has played during the six years which it has been recognised as a negotiating body has brought to the Service a sense that their interests are represented in a manner never previously achieved. It is generally agreed that the Service must feel contented. We are certain that there would be no chance of this in the event of a departure from national rates of pay. Our submission is that the present non-pensionable London allowance should be discontinued by merging it into a substantial increase in pay of the order we have proposed for the Service generally.

DIFFERENCES BETWEEN ACTUAL STRENGTH AND AUTHORISED ESTABLISHMENTS AS AT 31.12.59

29%	City of London		
21%	Liverpool		Blackburn
14%	Metro.		Carlisle
13%	Herefordshire		Wolverhampton
			Tynemouth
	Birmingham	7%	Oxford
	Burnley		Newport
12%	Coventry		Lincoln
	Derbyshire		Leicester
	St. Helens		Derby
			Shropshire
	Peterborough		
11%	Rotherham		Bedfordshire
	Barrow		Buckinghamshire
			Huntingdonshire
	Warwickshire		Mid-Wales
10%	Huddersfield	6%	Northamptonshire
	Swansea		Surrey
	Wigan		Sussex W.
			Bootle
	Ipswich		Wallasey
	Salford		
9%	Sheffield		Sussex E.
	Southport	5%	Yorks E. R.
	Warrington		Halifax
	Walsall		
	South Shields		
8%	Rochdale		
	Berkshire		
	Kent		
	Oxfordshire		
	Flintshire		
	Denbighshire		

B. Pay of the Ranks above Constable

200. The Federations draw attention to the grievance felt by the higher ranks at the inadequate rewards given for promotion. This is felt strongly in the Sergeants rank where the minimum pay on promotion is £745 as compared with the Constable's maximum of £695 per annum. The gap is so small that a Constable working a 48 hour week and therefore drawing 4 hours overtime, actually loses pay when he is promoted and turns over to a 44 hour week.

201. The gap between the Sergeant's maximum and the Inspector's minimum is no more than £70 per annum; and between the Inspector's maximum and the Chief Inspector's minimum only £50 per annum. On the other hand, at the step above, namely from Chief Inspector to Superintendent, the gap grows to £120. The Federation would welcome a recommendation that differentials between the federated ranks should be made wider on promotion.

202. The ranks above Constable are also concerned with their maximum pay. Having related the pay of the Constable to the immediate post Desborough period, the Federation return to the recommendation of the Desborough Committee in order to determine the pattern of differentials relevant then.

203. Taking the Constable's maximum which included two long service increments as 95s. and comparing it with the Sergeant's maximum at 112s. 6d. there was a differential of 18.4%. The long service increments were awarded at 17 years and 22 years respectively. A number of men were not of course in possession of both these increments before promotion and it can therefore be assumed that in the majority of instances the differentials are greater than this figure.

204. The differentials between the Sergeant at the maximum of 112s. 6d. and the Provincial Inspector at the maximum of 138s. amounted to 22.7% and between the Provincial Inspector at the maximum of £360 p.a. and the Chief Inspector at the maximum of £415 p.a. to 15.3%

205. The Federations therefore see no reason why this degree of relativity should not be reflected and at least maintained in any future pay structure, having regard to the measure of increased duties and responsibilities of the supervisory ranks since those days.

206. We wish to bring one further point to the attention of the Royal Commission. Inspectors in the London Forces have a maximum £30 per annum higher than Inspectors in the provinces. The policy of the Federation is to secure standardisation of rates for Inspector and Chief Inspector. The conclusion of the Federations is that the responsibilities of Inspectors and Chief Inspectors are sufficiently identical to warrant the discontinuance of a different rate of pay.

207. We should report to the Commission that the London Forces do not accept this view and are of the opinion that their duties and responsibilities are heavier than those of provincial Inspectors. They do not, therefore, wish to see any lessening of the present differential.

C. Proposals for transferring a greater proportion of police expenditure to central funds

208. We feel bound to report to the Royal Commission that the Police Federations are dissatisfied with the manner in which their claims for higher pay are consistently rejected by the local authority associations who are in the majority on the Official Side of the Police Council.

209. Prior to 1953 there was no negotiating machinery. Since that date we have submitted four claims for higher pay but on no occasion has the Official Side made a satisfactory offer. On three occasions, we have been forced to have recourse to arbitration.

210. In 1955, we refused an offer from the Official Side for an increase of £50 per annum to the Constable at his maximum. Subsequently after hearing our case, the Police Arbitration Tribunal awarded £90 per annum.

211. In 1957, the Official Side flatly rejected a claim we submitted and refused to make any offer at all. Nevertheless, the Police Arbitration Tribunal later awarded an increase of a little over 3%.

212. In 1958, the Official Side again refused to make an offer. Once again, after hearing both sides, the Police Arbitration Tribunal awarded a little over 5% to the Constable at his maximum.

213. In the same period the Official Side also rejected a claim for retrospection in pay, which was conceded in full by the Police Arbitration Tribunal when they had heard both sides.

214. We have never felt that police claims for pay have been looked at on their merits, although in view of this criticism we wish to say that on a number of other matters apart from the pay claims, the Police Council is working well, and the Official Side have endeavoured to meet us in a fair manner. But on matters of pay, we have always felt that the negotiators look at our claims in the light of the effect they will have on other negotiations. This may be because the negotiators are also responsible for pay negotiations with hundreds of thousands of local government employees. They are properly concerned about the effect on the rates, in view of the heavy burdens on local authority finance. We are conscious of the fact that the amount of rate expenditure on the police is a heavy burden and is increasing as a proportion of the net rate levied. The following table shows how the burden of police expenditure on the local authorities is increasing:

			% of Police Expenditure to Net Rate	
			1949/50	1959/60
County Boroughs	...	...	8.33	15.82
Non County Boroughs	...	...	8.72	15.32
Metropolitan Boroughs	...	...	10.87	18.93
Urban Districts	...	...	8.84	15.37

215. In the light of these figures, it is not surprising that resistance to Police wage claims should have been so strenuous and, from our point of view, so unfair, considering that their merits were subsequently recognised by the Police Arbitration Tribunal.

216. But our experience is that the Official Side have been more concerned with keeping the local rates down than they have been with getting police forces up to strength. They have said so in so many words in their statement to the Police Arbitration Tribunal in 1955. They said:

"So long as there continues to be a shortage of manpower nationally, many police forces will not be able to bring and maintain themselves up to establishment and shortages, therefore, will have to be accepted. Much can be done and is being done by police forces to devise methods of meeting manpower shortages."
(paragraph 37).

217. We rejected this view and we believe it to be opposed to the public interest. Moreover it results in injustice to serving police officers and increases the difficulties of their task. Nonetheless the Official Side have never proposed an element of increased pay to compensate serving officers for the additional difficulties caused by this approach. We realise the difficulties of local authority

finance and that the unreformed structure of local authority finance is widely regarded as incapable of bearing the heavy cost of some administrative services such as the police. At present 50% of the expenditure on the police is borne by local authorities and 50% by the central government. We propose that this "50:50" ratio should be altered. There is nothing sacrosanct about it.

218. The proportion varies for other services; for example, the government made a grant of only 25% for the local Fire Services, but, on the other hand, contributed 60% of all educational expenditure to the local authorities. These grants have now, of course, been merged into the new Block Grant. Unlike the Fire Service and education, police expenditure has not been included in the new Block Grant system and we assume this is so because of a recognition that it is partially a national service.

219. Our proposal is that in future the central government should bear a larger proportion of the cost of the police, in the ratio of 2:1. This would help not only local authority finances considerably, but would ensure continued local participation in the efficient functioning of the police. On the other hand, it would enable those with whom we are negotiating to consider the future of the Service more dispassionately and from the national view point of its well being and efficiency.

CONCLUSIONS

1. Police pay should be uplifted and maintained at between 40% and 45% over the average weekly earnings of manual workers.
2. In order to keep up the real value of police pay, the Police Council for Great Britain should review the Index of Wage Rates for male workers in February of each year and if the Index has moved up by more than 2½% there should be an automatic adjustment of police pay of an equivalent amount. Every third year, it should be open to either side of the Police Council to ask for a review of the pay structure as a whole, in order to take account of factors other than movements in the Index of Wage Rates.
3. National rates of pay should be maintained and the present non-pensionable London Allowance, and the lead of London Inspectors over the Provincial Inspectors, should be discontinued.
4. The differentials of the ranks above Constable should be not less than those fixed by the Desborough Committee in 1919.
5. The central Government should bear a greater proportion of the cost of the police in the ratio of 2:1.

**THIS DOCUMENT IS FORWARDED TO THE ROYAL COMMISSION
IN CONFORMITY WITH PARAGRAPH 193 OF THE MEMORANDUM
OF EVIDENCE OF THE POLICE FEDERATION OF
ENGLAND AND WALES**

**THE POLICE FEDERATION OF ENGLAND AND WALES
JOINT EXECUTIVE COMMITTEE OF THE METROPOLITAN POLICE
BRANCH BOARDS.**

**STATEMENT IN SUPPORT OF THE ADOPTION OF
A LONDON RATE OF PAY**

The Joint Executive Committee of the Metropolitan Police Branch Boards respectfully place before the Royal Commission, through the Joint Central Committee of England and Wales, its case for the adoption of the principle of a London rate of pay for the police service.

At present a London Allowance of £20 per annum is paid to Constables, Sergeants and Station Sergeants in the two London Forces.

This Allowance was introduced in 1948 by an award of £10 per annum following the recommendations of Lord Oaksey as under :-

Para. 29. The differing levels of rent and rates in different regions of the country are in great measure the justification for provincial differentiation, and while the system of rent allowances remains in force we see no need for any further differentiation between forces outside London ; but the contention put forward by the Commissioners of the Metropolitan and City of London police forces that policemen in London need something more to bring them level with members of other forces was supported by the general weight of the evidence, and we accept it. We accordingly recommend for constables and sergeants in the Metropolitan and the City of London police forces a small non-pensionable "London Allowance".

Para. 41. We recommend that all constables, acting sergeants, sergeants and station sergeants who are members of the Metropolitan or the City of London police forces should be paid, in addition to the scales set out above, a non-pensionable "London Allowance" of £10 a year.

On the 7th January, 1954 as the result of a pay settlement the London Allowance was increased from £10 to £20 a year.

The Civil Service Royal Commission (1953/55) also dealt with differentiation in pay, and despite opposition by the Staff Side of the Civil Service, the Commission decided in favour of differentiation and made the following observations :-

Para. 304. It seems to us that the arguments in favour of some form of differentiation are conclusive. It would be wholly contrary to what we regard as a fundamental principle if the differences in rates of pay as between London and the rest of the country which are found almost universally outside the Service were in no way reflected in civil service pay structure. We do not consider that the question of national recruitment is relevant to the question of provincial differentiation, and we think that the proper method of compensating for mobility is a system such as that of transfer grants. We should add that we doubt whether civil servants as a whole are more subject

to frequent moves than staffs in many other employments where some form of differentiation is found. We cannot, therefore, recommend acceptance of the proposal of the Staff Side that the London rate should become a national rate.

Para. 308. We are thus of the opinion that it would be better to have a national rate with additions for London and perhaps other high-cost areas instead of the present scheme of provincial differentiation, and we recommend that negotiations for the conversion of the present system into the alternative we regard as preferable be initiated as soon as possible.

The view of the Joint Executive Committee of the Metropolitan Police Branch Boards can be summarized as follows :-

- (a) that it requires "provincial differentiation" applied to the police service in a proper manner ;
- (b) that it has never had an opportunity of negotiating settlements reached on the question of London Allowance ;
- (c) that the London Allowance should be applied as a pay differential with pensionable values ;
- (d) that it should be applied to all members serving in the federated ranks of the two London forces, and include the Chief Inspectors of the Metropolitan Police.

N.B. The Chief Inspector and Inspector in London at present enjoy a small lead over his provincial colleague based solely on 'duties and responsibilities' and claims that he should be brought within the terms of Regulation 38.

The Joint Executive Committee of the Metropolitan Police Branch Boards maintain that London Weighting is traditional in this country and asserts that wherever a pensionable occupation attracts a London Weighting then such Weighting is pensionable.

In conclusion we would draw the attention of the Royal Commission to the fact that abortive attempts have been made over the past 12 years by the Joint Executive Committee through the Secretary of State, as police authority for the Metropolitan Police, and the Joint Central Committee of England and Wales to have this matter placed on the agenda of the Police Council for Great Britain. Similar representation has been made by the Joint Branch Board of the City of London force to The Worshipful the Police Committee of the Corporation of London. This has caused friction and frustration throughout the service, the Joint Executive Committee now respectfully requests the Royal Commission to resolve this matter and to make such recommendations as will bring the police in London into line with other pensionable occupations.

The Joint Executive Committee would be pleased, if requested, to give oral evidence in support of its claim for the adoption of the principle of a London rate of pay for the police service.

MEMORANDUM OF EVIDENCE SUBMITTED BY THE CITY OF LONDON JOINT BRANCH BOARD OF THE POLICE FEDERATION OF ENGLAND AND WALES

Recruiting

The City of London Police is 28.7% below the present establishment of 985, and although the number of Police in the Country has increased by 8,000 since the war, our establishment has decreased from a post war figure of 1,161, and wastage is still a problem.

The shortage of men has necessitated the ranks of Inspector and below working the additional rest day for the past 4½ years.

The Relationship of the Police with the Public

In order to enhance relationship between the Police and the Public we must attract and retain the right type of men. They must be of good education and impeccable character, who can be trained into Police Officers who are capable of knowing the right way to handle the Public, to be firm and yet fair when the need arises. To be able to approach reputable members of the Public with respect and good manners, to be honest and generally to be officers who can be trusted to raise our status in the eyes of the Public.

It is extremely vital that only the best type of men be accepted as Policemen. Educational and physical standards must not be lowered just to 'make up' the number.

The problem is how to get the right type of man to join the City of London Police Force and it is quite obvious that the present rates of pay are inadequate to attract the men we require.

Pay

Pay must be substantially increased, not only for those joining the Force, but for all ranks and in our opinion this must rise by at least 40%.

There is a strong case for the ranks of Sergeant and above to receive a greater increase than Constables, because also, we must aim at attracting men who wish to gain advancement in the Service.

In recruiting the right type of men, we will then ensure that the Officers in contact with the Public each day in the street, are the best.

London Allowance, Regulation 38, The Police Regulations, 1952, as amended by The Police Regulations (No. 2), No. 1391

The Sergeants and Constables of the City of London Police are in receipt of this allowance consisting of £20 per year (taxable) and we feel that this should be extended to all ranks.

We respectfully submit that the allowance should be increased by at least £1 a week (tax free) and in support of this claim we put forward the following points for consideration:—

The out of pocket expenses necessarily incurred in travelling long distances to and from the City for tours of duty, the time these journeys take is also considerable and must be taken into account.

The responsibilities of all ranks which are increased by the daily influx of a vast number of business people and the extra expense of taking meals, outside periods of duty owing to the length of time away from home.

It is not suggested that all these matters are peculiar only to the City of London, or that similar conditions may not apply in some of the other large Provincial Towns, but we do suggest that they are sufficiently pronounced in the heart of London to warrant substantial allowances being paid to members of other sections of the community, and we cannot understand why Policemen should not be entitled to remuneration on a comparable standard.

Examination of Witnesses

Mr. L. J. CALLAGHAN	<i>Consultant and Adviser to the Police Federation of England and Wales and the Scottish Police Federation.</i>
SERGEANT C. WHITE	<i>Chairman of the Police Federation of England and Wales.</i>
INSPECTOR C. JACK	<i>Chairman of the Scottish Police Federation.</i>
CONSTABLE A. C. EVANS	<i>Secretary of the Police Federation of England and Wales.</i>
SERGEANT J. MURRAY	<i>Assistant Secretary of the Police Federation of England and Wales.</i>
CONSTABLE R. McCLEMENT	<i>Secretary of the Scottish Police Federation.</i>
INSPECTOR A. BLEACH	<i>Chairman of the Inspectors' Central Committee.</i>
W/CHIEF INSPECTOR J. HUDSON	<i>Women Police.</i>

on behalf of the Police Federation of England and Wales
and the Scottish Police Federation.

SERGEANT J. MURRAY	<i>Chairman.</i>
CONSTABLE R. J. WEBB	<i>Secretary.</i>
INSPECTOR P. BIGGS	

on behalf of the Joint Executive Committee of the
Metropolitan Police Branch Boards,
Police Federation of England and Wales.

INSPECTOR E. HOGGEN	<i>Chairman.</i>
CONSTABLE D. E. HALL	<i>Secretary.</i>

on behalf of the City of London Joint Branch Board,
Police Federation of England and Wales.

called and examined.

405. *Chairman*: We are very glad indeed to see you here. I understand that you are with the Federation as a consultant and adviser?—*Mr. Callaghan*: Yes, Sir.

406. We are very grateful indeed for the memorandum that we have received from the Federation, but perhaps you would indicate for the benefit of the Commission those you have with you representing the Federation?—*Sergeant White*: I am the chairman of the Police Federation of England and Wales. On my immediate right is Mr. James Callaghan, M.P. who is consultant and adviser to both federations. On his right is Constable McClement, Scotland, who is the secretary of the Scottish Police Federation and on his right is Inspector Charles Jack, also a member, who is chairman of the Scottish Police Federation. On my left is Constable Arthur Evans of the Police Federation of England and Wales, secretary, and on his left is Inspector Arthur Bleach, who is chairman of the Inspectors' Central Committee of the Police Federation of England and Wales. On his left is Sergeant Murray of the Metropolitan Police, who is also assistant secretary of the Police Federation.

407. We had a note that the witnesses were likely to be as follows . . . you have not mentioned the name, Sergeant White, of either Constable Webb, Inspector Hogben or Constable Hall, who were on the list I had, but they are not in your team for presenting the evidence today.—Not at this stage.

408. It is sometimes convenient to get an idea of the rhythm of the day. We started at eleven: I suppose we will adjourn about one o'clock, come back at 2.15 and go on to 4.30 or thereabouts?—Yes, Sir.

409. My colleagues entrust me with the task of the primary questioning on the memorandum, so that I will proceed, if I may, because I do not imagine, Mr. Callaghan, you want to make an initial speech, so to speak?—*Mr. Callaghan*: No, Sir.

410. The memorandum has been skilfully and helpfully put together. I think for the convenience of my colleagues and the convenience of witnesses, and to some extent the convenience of others who may be unfamiliar with the document, one should really go through the document rather than jumping about from place to place. Some cross-referencing will be necessary but broadly we will go through the document and ask questions on the points as they arise. I do not know whether the Press have had your memorandum?—Yes, they have.

411. I shall ask some quite ignorant questions, I can assure you. May I look first at the introduction? It is a very elementary question—the rank of station sergeant is a London rank only, is it?—Yes, Sir.

412. Because I do not ask questions upon a passage you will not, of course, think we have not taken notice of it. There is a phrase I would like you to help on. It is:

"Our plea to the Royal Commission is that you should help us to do so by fixing such rates of pay as will restore the status of the police to its former level."

When you speak of restoring the status of the police to its former level, are you thinking of the position the service occupied in the 'twenties and 'thirties—the inter-war period?—Yes.

413. Going on to paragraph 1 of the main memorandum, first of all you quite rightly say the Police Federations take into account all the major factors on both sides of the balance sheet. You mention the rent allowance and the superannuation scheme and such matters as "the distasteful and disagreeable character of much of the constable's work, hazards, discipline, disruption of family" and so forth. It did strike me, going through the early part of this memorandum, that one must have in mind that you are there dealing with basic pay and do not bring in all the varying figures?—For rent allowance, no, Sir. We are dealing with basic pay.

414. Exactly. In the second paragraph you state that the constable's status is declining and that in your view respect for his office is lower than it was in the inter-war period?—Yes, Sir.

415. In paragraph 3, and indeed for a later passage in the memorandum, you not unnaturally use a memorandum or paper written by one who is not now a member of your own Federation, namely, the Chief Constable of Southend?—We thought it was rather a colloquial account by somebody who entered the service in the pre-war period we are describing.

416. What was the origin of this? Was it a paper he wrote for some body?—*Inspector Bleach*: The Joint Central Committee sent out five members, visiting forces to get the up-to-date position. The Chief Constable of Southend was kind enough to hand me a paper he had prepared long before this Commission was set up. He handed it to me to see how much his ideas coincided with ours.

417. He does point out, what I think we will all agree with, that as a result of the Desborough Committee, combined with the depression in industry, his wages became very substantial, higher than the average in industry?—*Mr. Callaghan*: I think there is no doubt about that, yes.

418. In the following paragraphs you give us a good deal from Mr. Colin Clark and Bowley and Stamp relating to that period: Colin Clark's book dealing with 1924 to 1931, Bowley and Stamp 1920 to 1924, and you set out quotations from those works. One sees in paragraph 4 that the average earnings of the constable is 90s. a week, the maximum pay 95s. a week and none of the range of occupations listed had weekly earnings up to the minimum starting pay of the constable.—That seems to be so. We can find no better evidence than this. The Ministry of Labour cannot produce any. I have been through all the documents from 1919 onwards.

419. You summarise this situation at paragraph 10:

"... it is a reasonable deduction that the constable's maximum pay of 95s. per week was 55 per cent. to 60 per cent. more than the average earnings of all male workers."

That is including young men under 21?—Yes, Sir, that is so. I emphasise that this is a deduction. We do not say we are proving it statistically because I do not think figures exist, but I think all the evidence does lead to the general conclusion that the constable's pay was 55 per cent. to 60 per cent. higher than average earnings. It cannot be too far out.

420. There is another short paragraph—12—in which you give the view there was never any disagreement that the Desborough Committee had deliberately raised the constable from out of the ranks of the unskilled workers. That seems quite clear.—I do not know whether the Desborough Committee intended to raise him to the level he did get. This was a consequence of Desborough, whether it was the intention or not.

421. This is confirmatory of what we have been agreeing, Mr. Callaghan, I think—in paragraph 15, those figures at the bottom, when one sees that the average weekly wage rate varied from 1920 to 1938 in terms of 100, 70, 67 and 72. That simple fact explains why the constable was in such a good position in the inter-war years?—Yes, Sir. I think it shows two things, that there was a post-war fever which rapidly receded and then there was considerably stability in wages in this country from about 1922 to 1939. If you look at the figures the Ministry of Labour Gazette can produce they show that the decrease in wages really started about December, 1921.

422. When I turn over to paragraph 17 I would rather like you to have in front of you a graph with which I think you have been provided.—Yes.

423. This is the one that has a note by the Home Office* on the front. It

* Appendix to Minutes of Evidence (Days 1—10)

compares movements in (a) constables' pay and (b) average industrial earnings. You have it?—Yes, Sir, I have it.

424. Here again of course we are dealing in this graph with the constable's pay and quite naturally it does not take into account all fringe benefits, but one does see there, if one may take the earlier parts, 1924, one has the constable's maximum, minimum and average industrial earnings, and although that is a dotted line presumably it is not far off right. If one may assume it is not far off right one gets the maximum of the constable at 95s., the minimum of the constable at 70s. and average industrial earnings at 56s.? —Yes, Sir, the Home Office memorandum bears out our own conclusions on the subject.

425. By 1938 or 1939 one has got a change in the situation. The constable's maximum remains at 95s., the constable's minimum, for reasons which I do not know, has gone down to 65s., but the average industrial earnings have caught up to the constable's minimum and have got to about 68s.—The constable's minimum went down to 62s. as a result of the Higgins Committee which was one of those committees in the 1930's that followed the May Committee on Expenditure.

426. Then one sees what you rely upon, a big change in the relationship of the three lines, so that at the extreme right of the graph one finds the average industrial earnings are now higher than the constable's maximum?—Yes, Sir, and have been in that position since the war. This change began during the war.

427. Once or twice that has been the position, but it is not the first time. That is where it is today. Translated into figures one gets about 269s. in average industrial earnings.—270s. 9d. . . . I think you can take the table in paragraph 17 as being the last published figures.

428. And the constable's minimum is 195s. 6d., which is £3 10s., or somewhat more, less than the average industrial earnings?—Yes, Sir.

429. This graph does correspond so far as this criterion is the right criterion—there is no contradiction between your paragraph 17 and this graph?—I am very happy to hear it, Sir. We do not always agree with the Home Office but we are glad we do so on this occasion.

430. But of course there are many other factors to be taken into account. There is a quite fundamental matter here when you are comparing average earnings with a basic rate of pay. The two things have got to be considered, but we are not comparing like with like?—No, Sir. I hope we make that clear.

431. Can we rely on this broad statement that no more than one-third of constables work a 48 hour week?—That is our information, Sir. We have had some difficulty in getting full statistical information because it is felt in some quarters that it is the prerogative of others to supply full statistical information. We have used our resources to the best of our ability.

432. Then you look at this question of the different number of hours per week and I would like just to get a little more information if I can on paragraph 21:

"As an alternative, the Federation have heard of some instances where a chief constable has been giving his men permission to take other civilian work after they have finished duty. In our view this is highly undesirable."

Is there any substantial variation in the discretion given by the chief constable in these matters?—Not substantial, Sir. This I would say is an unusual and not a usual feature, but the fact that it has happened at all is in our view quite extraordinary and should not be permitted.

433. Is there very much teaching of driving done by a constable?—Very little on the whole. But that is purely occasional employment. What we are referring to here is the case of a constable who took up a regular second

job in addition to his work as a constable. In the case of certain public servants it is our view they should stick to one job and do it properly, especially where the public servants concerned might find their loyalties conflict. Very strict rules have to be laid down in some occupations, and one can easily find a situation where a constable's loyalties might conflict.

434. You think the constable ought to give priority to his whole time occupation. But I should find it quite attractive to do an hour's work in the garden for my neighbour's widow and would not think it really interfered with my duties.—We take no objection on the basis of doing the odd job. I do not think anybody could take exception to that. But there are strict rules laid down about the employment of a constable and we regard a regular second job as undesirable.

435. I suppose you would say that it would be quite wrong to make recommendations on broad principles for the pay of constables on the basis that one has to realise there is only a 44 hour week and they could earn something somewhere else?—Indeed, Sir, our experience is that the chief constables do not want to be in the position of losing a man as the only alternative to allowing him to do another job.

436. May I take a very small point? It is in your table in paragraph 27. It is the second footnote which refers to £104 as 175 per cent. in the top line. You say in the footnote that that is an over-estimate because Bowley's estimates are for all males and not for men only. I think I follow that.—Bowley's earnings figures include those of young men under 21, apprentices and so on, and therefore the figure of 175 per cent. is higher than it should be. As we wanted to put a fair picture we drew attention to it.

437. In those days there were many more younger males than there are today—boys going into industry at 15, 16 and 17—more so than today.—*Sergeant Murray* Going in at 14.

438. There were constables under 21 but a lot of youths in industry less than that?—*Mr. Callaghan*: Yes.

439. It is in paragraph 29, I think, that one gets the first opening of a good deal of criticism of the Oaksey Committee?—Yes, Sir.

440. Here I would invite you to make a general comment. Would you like to summarise in your own words the criticism of the Oaksey Committee or would you prefer to leave it on the document as it is?—To summarise it I would say Lord Justice Oaksey who, I am sure, endeavoured to do the job as well as was possible, was operating in very difficult circumstances. You will remember as I do the first wage freeze when Sir Stafford Cripps introduced it in 1947. The Oaksey Committee was operating in that background and indeed that famous White Paper on the wage freeze, is included as one of the Appendices to their Report. The wage freeze certainly affected adversely the rates of pay recommended. The second criticism I would make is that they seem a little academic. When you read their report you get the feeling they were not terribly closely in touch with either war-time trends or the post-war trends. It was probably difficult for them to assess how the post-war trends were going to settle down. For example one reads that the Home Office asked them to state in what circumstances police pay could be decreased. Their thinking was influenced by economic conditions that led to the Geddes Committee in 1921 and the May Committee in 1931. There were a lot of people who assumed that history would repeat itself after the last war. The fact they were operating in that climate led them to reach conclusions that were not relevant to post-war conditions. The other major criticism I would make of their report is that they unduly neglected the improvements that had taken place in what we call the fringe benefits in other occupations since 1939 and of course they could not see how much more widely they were going to be extended over the following ten or twelve years.

441. You have a table for October 1949, in paragraph 29?—Yes.

442. And you say that that illustrates the change from Desborough which arose on Oaksey?—I think that is true. It would have been possible at that time to have restored the constable to his pre-war position at not too great a cost. I am afraid if you do it now it is going to be a much heavier cost. Of course if you leave these operations too long you need nine stitches instead of the one.

443. Paragraphs 30 to 32 are on the whole about the rent allowance and the proper assessment of the benefit and to some extent the disadvantages of your home being related precisely to your job. It is one of the quite important and difficult questions that we have to consider. You say quite naturally that the rent allowance remains a valuable concession but, if I may take the next two sentences:

“... we must point out to the Commission that it is designed for the benefit of the public service primarily and only secondarily is it of value to the individual policeman. For example, he must live near his station so as to be available for emergencies if wanted.”

I suppose there are at any rate three different categories here: the young man living in the section house; then you have got the married man living in a police house built as such; and then you have got a man living in a rented house for which he gets a rent allowance.—And also of course the owner-occupier who occupies and owns his own house.

444. You do get a number of owner-occupiers?—Yes, Sir, but they are more prevalent in city and borough forces than in county forces. They also receive a rent allowance.

445. Have you any criticism of the measurement of the rent allowance—of the amount? Do you think it is properly and suitably calculated?—*Sergeant White*: Yes, Sir, we think it is a fair assessment.—*Constable Evans*:

Except in one or two cases where subsidised rents govern the pattern, but there are only very few cases and the machinery regarding those cases is being investigated.

446. So it is really a question of the value one can place upon the rent allowance as compared with its actual figure. On that I gather the Federation submits a very considerable discount should be made from the actual figure because of the disadvantages which are attached?—*Mr. Callaghan*: There certainly should be a discount. I do not think I should quantify it for it is a very difficult thing to do.

447. I do not know whether that is right. You say it is primarily for the benefit of the public service and secondly to the value of the individual policeman?—Yes, Sir. I find it difficult to put one first and the other second. Its origin was: we want our policemen to live in certain places and particular areas. So primarily it was designed for the benefit of the service.

448. The primary object is to have an efficient police force properly distributed over the country?—Yes, Sir.

449. In quantifying it you want to give the constable proper remuneration taking into account his residence. There is of course the time element in it. When he ceases to be a policeman, or if he dies and leaves his wife and family, the house ceases to be theirs.—Yes. It becomes more important for the young man looking for a house when it is a valuable concession.

450. Now that the housing situation is more easy that has reduced its value?—I think some of our members would tell you the owner-occupier type of dwelling is now about to become much more popular and the police house with all its attendant disadvantages will become less popular.

451. You refer to the possibility of the rent allowance being merged with pay. I gather you do not think that is reasonable?—*Sergeant White*: I do not think that is practicable at all having regard to the various people who are paid a rent allowance. I do not

think it would be practicable.—*Mr. Callaghan*: We do emphasise that we would expect if the rent allowance is merged with pay it would increase the pension. We would also expect our men to have complete freedom to choose their own accommodation.

452. It would really be impossible, would it?—Yes, Sir.

453. Then you turn in paragraph 34 to the value of the superannuation provisions?—Yes, Sir.

454. With regard to which, at first glance, the person who gets police remuneration says this is very valuable?—I would be very surprised if he did not say so.

455. It comes early and is a substantial amount, and I suppose a man retiring after 25 or 30 retires with a nice start to his income when he is a fit man and very much in demand for many occupations.—He is a fit man for certain occupations.

456. But you take strong objection to the Oaksey calculation of the superannuation contributions from the Official Side?—I do not know of any precedent for including the employer's contribution in an assessment of emoluments. I am sorry to say the practice having been started by Oaksey has been continued in every arbitration case and it is rather like a red rag to a bull so far as we are concerned. I do not know of any other negotiations where such an emolument is included and it gives a false comparison. If Oaksey had excluded the superannuation figure from their calculation they might have reached different conclusions about pay because it amounted to something like 35s. a week at that time. A pension of this nature is not unique. The armed forces draw similar pensions and the Ministry of Defence have been kind enough to give me comparable figures. The Warrant Officer, Class I, after 25 years gets a pension of £341 together with a gratuity of £928, and after 30 years' service a pension of £420 and a gratuity of £1,260; so that I do not know whether the police pension in this sense compares with the service pension

but there is certainly a relation between them.

457. The £420 is not wholly dissimilar to a constable's pension?—The constable's pension is £455 but you have got a lump sum of £1,260 for the warrant officer in addition. The constable who remains a constable throughout his service life is an extremely valuable person because of the personal nature of the job he is doing and the responsibility he carries.

458. You have an argument that the superannuation scheme is less significant, less attractive, than it used to be because of these schemes?—That is so, together with the fact the new National Insurance Act is a forcing ground for private superannuation schemes. Employers have to face the fact that either they go into the new National Insurance Act or set up their own scheme.

459. It seems odd to express or even think of sympathy with the Treasury but one has to face this, that the greater expectation of life has made any approach to the scheme more expensive than it used to be.—I think that was made clear when the Phillips Committee reported a few years ago on national superannuation. But now the community is facing a heavier burden I believe it is possible to organise our economic resources so that the working population can sustain the burden of the retired.

460. In paragraph 36 you refer to the memorandum by Sir Godfrey Ince and to a passage in which he himself referred to emoluments of workers of a "fringe" kind outside the police force altogether?—It seemed to us that Sir Godfrey Ince's approach was rather different from the Oaksey Commission's approach and I thought it rational to set one down against the other.

461. I do not know what there is in the constable's life which is at all parallel to this but I suppose a great many policemen do get their meals in canteens?—*Sergeant White*: Yes, but if they do they pay for them.

462. Nearly every meal in a canteen is subsidised compared with a meal in a restaurant.—Not in every case—only in the case of the Metropolitan Police I think there is a subsidy, but in the other canteens, no.

463. It is not a very large matter anyhow?—*Mr. Callaghan*: It is getting increasingly large with private firms because of the subsidy to wages which goes on in the form of luncheon vouchers. Some restaurants would not exist if they did not cater for luncheon vouchers. Also, I think, probably most works canteens are subsidised by the management.

464. I was not suggesting it was a trifling matter: I was suggesting it was not a very substantial matter, the extent of such meals.—I do not think the extent of the subsidy is substantial but on the other hand the concealed element of wages in people's meals in private industry is substantial as a result of luncheon vouchers which can be for 3s. 6d., 4s. 6d. or 5s. 6d. a day, in other words another 17s. 6d. or 30s. a week.

465. In paragraph 37 you reach the point that the maximum pay of a constable is less than the average earnings of workers. I need not go through those percentages?—No, Sir.

466. We then come to another section of your memorandum which is concerned with the duties and responsibilities of the constable. I am impressed by the stress which is laid by all ranks of the police service on the importance and seriousness of the diminution of efficiency in the police service. That is so?—Yes. Let me make this simple point, when there is a shortage of police it is the beat which suffers. In our view that should be the last to suffer. Those concerned with administration in any form know how fatally easy it is to assume that administration itself is all important whereas it is in fact merely the support for the basic job.

467. Dealing generally with paragraph 44:

"At the present moment, the number of men available is considerably below that required to man the beats as planned in pre-war days . . ."

I gather you might think it is not directly related to the issue of pay but this shortage is at any rate in part due to the shortage of pay. Then you give a description of town beats and the shift system. In paragraph 51, towards the end, I did not entirely understand the statement that the majority of workers received enhanced payments for working on two or three shift systems and for weekend working. Take the railways where there is a very typical shift worker. They do not receive enhanced payments for working on a two or three shift system.—*Constable Evans*: I believe, Sir, in a motor car factory shift bonus is paid to shift workers as for ordinary day work. You do not get it in the police service.

468. Then you go on at paragraph 58 to a very important matter, not only to the constable himself but to the community as a whole, the question of the status and responsibilities of the constable. You describe that in a way I would not criticise, very largely by quotations from authoritative documents. In paragraph 61 you say Lord Desborough's conclusions are just as true today as ever they were. I would like to discuss very shortly with you one point you emphasised, the very distressing and disturbing increase in the amount of crime. That serious fact is certainly a ground for saying there ought to be an adequate number of constables. It does not really, does it, affect the work or responsibility of each constable, man by man?—*Mr. Callaghan*: I should have thought that the increase of crime by itself affects his work as long as there is an insufficient number, because he has a harder job to do. If he were up to strength I do not think there would be such a large increase in crime, and the problem would not arise. It is our very strong view that if the policeman can be seen on the street corners then a large number of crimes will not be committed. What I think has increased the complexity of the constable's work has been the large number of enactments which have taken place on which he must have some working knowledge.—

Constable Evans: It does increase the volume of work based on the police because these are crimes reported to the police. As a result we find in 1938 they were dealing with 205 and in 1958 258 cases per year. That is some measure of the increased work on crime in one branch of the police.

469. Did you give a reference for that?—*Mr. Callaghan*: It is page 8 of the report of the Commissioner of Metropolitan Police for 1958, Cmd. 800.

470. We have reached the summary in paragraph 66. You say three things are necessary. A substantially increased rate of pay is urgently necessary: that is the issue with which we are primarily agreeable at present. Then there are radical changes in hours of duty and improvements in career prospects. I am not quite sure whether I am not going outside what we are really dealing with now, but as it is in your memorandum, I think you possibly ought to explain the changes in hours of duty.—

Sergeant White: I think the object of the exercise here is to see how we can possibly attract suitable men into the police service from industry. Industry enjoys excellent rates of pay together with excellent hours of duty. Even though the shift system does apply the fact remains whatever shift system does apply the man, when he has finished work, knows he has finished with that particular form of employment and knows he will not be required until he resumes his normal shift again. So far as career prospects are concerned we feel there is much to be desired in the police service. Promotion is very slow indeed and it is quite possible for a constable, when he joins the service, to go right throughout the whole of that service without getting promotion.—

Constable Evans: On hours of duty, one of the worst features of police work is shift work. A man faces shift work for twenty-five or thirty years, which is monotonous, and he never knows from week to week and month to month what he will be doing by way of shift work. We hope, if we can get more men into the service, that will enable us to achieve more flexibility, to get away

from the three permanent shifts. We cannot do it today but we could if we had adequate men.

471. I cannot remember at the moment whether the Federation has ever given us an estimate of what the shortage of establishment is; we have got an estimate from the Home Office. I think you give an estimate for certain forces but you do not cover the whole country.—*Mr. Callaghan*: No, we have not given one for the whole country.—*Constable Evans*: Our difficulty is getting hold of official statistical information, either of the Home Office or the Chief Constables. We hoped to have some for you but we found it was not possible.—*Mr. Callaghan*: I am sure we do feel, however, and this can only be a hunch, that we regard the original Home Office estimates as derisory in the short form that they gave, and it is our feeling that the figures that are used in front of the Arbitration Tribunal bear no relationship at all to the true shortage.

472. We are told that there is an apparent deficiency of something between 5,000 and 6,000 on the establishment.—I think that is a notional figure.

473. I quite agree. I think 3,000 more are wanted to enable you to introduce the 44-hour week.—*Sergeant White*: I think it is true to say that even assuming that the authorised establishments were brought up to strength it would still not be a guarantee that there was a sufficient coverage in the forces.—*Mr. Callaghan*: Indeed, I would go further and say that there will not be a sufficient coverage. I simply do not follow the Home Office attitude on this and I do think that this is something the Commission ought to consider seriously. Why is it sensible if a force is short to say: "Oh, well, because you are already short of men we are not going to tell you what the true shortage is so please do not make application to us to measure it. Until you can recruit up to your original establishment figure do not apply to us for an increase". I have never been able to understand that argument.

474. You probably noticed I did discuss this with Sir Charles Cunningham on the first day. Whether it is for the Home Office, or whether it is that the police authorities do not ask for an increase until they can fill their establishments, I do not know.—I think the second happens, because they know that the Home Office frowns on any attempt to increase establishment until the original establishment is full, but in our view it is disguising from the public and the ratepayers what the true deficiency in the police force is.

475. Have you seen the Home Office note on the number of Police needed in England and Wales?—Yes, I have seen it.

476. Three thousand to permit the 88-hour fortnight; 4,000 to bring previous establishments up to date, and 5,357 below establishment, total 12,500.—I think 12,500 is obviously more realistic than the original figures we are working on. I do not think we can get any closer to it than that.

477. No, but if you want to go further into it than that please do so. But at the moment you are not quarrelling with the 12,500—that is not a bad estimate?—*Constable Evans*: We think if a realistic analysis took place in all police forces the figure would be ultimately about 100,000 required in this country.—*Mr. Callaghan*: I do not want to accept your interpretation that 12,500 is sufficient. I agree with Mr. Evans that if there was a detailed investigation made I have a feeling it would be shown to be more than that.

478. Just a word on improvements in career prospects, that phrase in para. 66. There have been constant changes in the incremental scale over the years, have there not?—Yes.

479. And constant discussion, and a certain amount of swinging backwards and forwards with various arguments. Perhaps we will find it later in your memorandum, but do you give any statement as to whether you think the present scale is appropriate, the stages at which the pay goes up?—We are not making proposals to you for altering

the length of the incremental stages, for the reason that we have not really thought about it very much. We thought it would be troubling you with a great deal of detail and, if I might put it to you with respect, we thought you would probably interpret your job as fixing broad general levels, leaving the Federation and the Chief Constables and Superintendents to work out the details of where the other ranks should be slotted in afterwards.

480. I would not like to commit my colleagues at the moment but, of course, if you are considering attracting and retaining people you do have to consider prospects as well as the position at the beginning, and one of the other memoranda suggests, for example, a little lift up towards the end of the 25 years, and that sort of thing, instead of being static, as after 15 years a man is very valuable.—We are pretty cynical about that. Our experience from history is that it merely means that the true maximum is delayed for a longer period and not that the true maximum is higher.—*Constable Evans*: We rather doubt that. Even now the main wastage takes place with less than ten years service.

481. I follow that, yes. May I jump to paragraph 78. This is dealing with the inspector. Do I gather rightly that what the Federation is asking for is that the same percentage differential should be paid and, of course if the additional figure is bigger that means the gap will be bigger in pounds but the percentage differential remains the same? Is that what you are asking for?—*Inspector Bleach*: No, that is not quite right. We need an improved differential from the existing one, not only for chief inspectors and inspectors but also for sergeants.

482. Improved not only in pounds but in percentage?—Yes, Sir. What we would like to see is some suggestion whereby this differential will always be maintained so that whatever changes took place in wage structures the differentials would be maintained. As you know, chief inspectors and inspec-

tors are deprived by regulation of being paid for overtime; well, with the present low differential the inspector rank, and not infrequently the sergeant rank, is overtaken by the constable who is paid for overtime.—*Mr. Callaghan*: Paragraphs 200 onwards give more detail.

483. From paragraph 80 you deal with the situation of the women police; you have not brought anybody, have you?—*Sergeant White*: I would like to say that we have Chief Inspector Hudson here who is in a position to speak for the women police if you so desire.

484. Perhaps at the end of your evidence she might come to the table and we will see if there is anything, but we need not interrupt now.—Yes.

485. Paragraph 89. As an Englishman I always have to be careful of what I say about Scotland; do you think it is satisfactory that there should be a marriage bar in one country and not in the other?—*Constable McClement*: I can explain that. We have a number of very small police forces in Scotland and consequently very small establishments of police women, and in certain circumstances it might mean if we had married police women and they were required to have maternity leave that we could have a vacancy over a long period which we could not fill because it was not a real vacancy, and it would cause administrative difficulty, so we feel we must keep this ban in Scotland.

486. The Federation accept the 90 per cent principle for women and want that to continue?—*Mr. Callaghan*: Yes.

487. We will pass on to paragraph 103 where we get on to restrictions and inconveniences. You say in para. 103 that in principle the regulations are regarded by the Federation as appropriate even if they are restrictive.—Yes.

488. I hope this difficulty about the education of the children of police does not often arise. Does it arise quite frequently?—*Sergeant White*: Quite often, particularly in county forces where a man is required to move his home from one place to another and, therefore, of course must move his

family with him.

489. Is that usually on promotion?—No, Sir.

490. I do not want to invite you to criticise chief constables but you may say that really the chief constables cannot help it.—*Constable Evans*: We would not criticise them and I think when they have the opportunity they do delay a movement until the children's schooling is settled, but one cannot always do that as the efficiency of the service must come first. However, when there is an opportunity I am sure most of them do use their discretion and delay it.

491. This is something which is almost necessarily associated and one of the difficulties of the policeman's life which the chief constable cannot avoid.—Exactly.—*Mr. Callaghan*: You may find it interesting to find out how the number of transfers compare in one county force and another county force.

492. In paragraph 107, where you refer to Appendix D, I wonder when that formidable appendix was first drafted. It rather gives the impression that you think it is necessary to dot every I, cross every T and underline every point. Do you not think that the modern policeman could be directed with rather less particularity than this document?—*Constable Evans*: It only dates from 1952 when the whole matter was last reviewed.—*Mr. Callaghan*: My answer to your question is yes. I do think this is one of the ways in which the police service could bring itself up to date—within the discipline code and its application.

493. So many of these things are things every decent man knows. He does not need it to be put down.—I would not like you to think that this is a purely formal document. It is very much observed and every man lives under the shadow of this code the whole time, and there are a whole range of punishments for infringements, and as it is such a large umbrella you can catch almost anybody under it if you really try, and I think that is one of the real disabilities of a policeman's life, and

one I would not like to be a party to.—*Constable Evans*: It also applies on duty and off duty, Sir.

494. Now recruiting and appointment. You have made recommendations in Appendix B and we will look at all three. You would like a common entrance examination for the police service instead of the present business which is force by force, is it not?—*Mr. Callaghan*: Yes, Sir.

495. I am afraid I have not looked at the police promotion regulations of 1956 but if this is not used why is it there, or is it used?—*Constable Evans*: It is used for another purpose at the moment, it is used for the promotion examination, the qualifying examination for promotion, and this gives the names of the subjects which the examination should comprise, and we suggest the same subjects should be used for the entrance examinations.

496. It is not used at all for a primary appointment?—No, Sir.

497. And you feel that this is a job for the Civil Service Commissioners?—Yes, Sir.

498. Appendix C: there one sees anomalies—I think it is fair to call it that. You have a different position in the borough police force from a county force. On this question of eligibility for appointment in a borough there is an appeal from the chief officer to the Watch Committee but in a county there is not.—It is the same with discipline. When a county constable is convicted of an offence by the chief constable he has no appeal to his police authority whereas the borough constable has.

499. That is not within our present remit.—It may come later!

500. In paragraph 108 we get a valuable statement with regard to criminal statistics; I do not think I need go into them.—*Mr. Callaghan*: They are out of date. There is now a figure for 1959.

501. Can I have that?—For 1959, the comparable figure with 626,509 is 675,625, which is 7.8 per cent. up on the previous year. There are Scottish figures too.

502. This is England and Wales then?—Yes, England and Wales only. Would you like us to put in the Scottish figures? We can put them in at a later date or at the end of this session if you like.

503. I will put in here that these are England and Wales only—it does not actually say they are.—No, it does not actually say that. We have no doubt that this figure of 675,000 could be substantially reduced if you had the same number of policemen on the beat, or the same proportionate number on the beat, as you had in the 20's and the 30's. The public should be getting much greater protection than they are today.

504. Paragraph 119: you begin to grapple with what we have grappled with—principles—and refer to the number of recent attempts to deal with principles, and in paragraph 128 you refer to the Priestley Pay Research Unit which is now operating.—Yes, Sir.

505. But you do not feel that this is appropriate for this purpose.—Not with the terms of reference they have been given, that is, to try to establish fair comparisons with the current remuneration of outside staffs employed on broadly comparable work, because we do not know what is broadly comparable work with police work elsewhere, except for the small illustrations which we give to you. I perhaps speak out of turn here but it seems to me, as we say in the document, that you ought to be able to find some analogue with the Civil Service shorthand-typist in outside industry and you should be able to find some analogue with a Civil Service tax inspector in the field of accountancy, but the policeman does seem to be on his own rather.

506. Then you refer in paragraph 133 to the Standing Advisory Committee, which is a form of machinery rather recommended by the chief officers.—Chief constables seem to like it and it is not for me to speak for them. I can only say that they are speaking only for themselves and we would not wish to depart from the

existing machinery that we have got. I think they may have different reasons. They feel they are in a supervisory position, and so on. They may think it more proper that they should not be part of the Staff Side, but no doubt they will tell you that.

507. You are attracted by something similar to what Sir James Grigg's Committee recommended — automatic review — I only say "similar", I do not say the same. — It is the Grigg Committee's review procedure taking into account the fact that in the Services there is no negotiating body to speak for the other ranks whereas in the police service there is and, therefore, we would like a hand in the review that takes place.

508. This, I think, is right, is it not, that in fulfilling our primary task in this Royal Commission the Federation asks us to look at industrial earnings? — Yes, Sir.

509. But that in reviews of remuneration the Federation asks us to look at changes in industrial wage rates. — Yes.

510. I must admit that at first reading I thought wrongly that there was some confusion between earnings and wage rates but the way I have put it is correct, is it? — That is absolutely correct. What we would ask the Commission to do is first of all to establish the appropriate level of remuneration. You can only do that, as we see it, by looking at the way remuneration has moved over a pretty long period. We do not think over ten years, we think over two or three decades in order to see what has been the general trend of movement. Having then fixed your mark and said that this is what we think pay ought to be, then we would say to you that probably the fairest way — I think it is probably the fairest way for both parties, from the angle of the public and from the angle of the policeman — is to say what is happening to wage rates generally, rather than to look at what is happening to earnings. You can say: "Why not — what is happening to earnings?". Well, earnings are short

term and a bit chancy unless you can average them out for a very long period, when they do show a general trend. But they are affected so much by bonus, profitability in one year and another, by overtime and the rest of it, that we think that is rather a chancy basis to take in the short term and not a very fair basis. I am not speaking only from our point of view but the public point of view. The indices of wage rates, which are negotiated, last for a much longer period as the Trade Unions take a longer time to get round to negotiating changes. They usually reflect permanent changes in productivity, they usually reflect something which is going to exist for a long period. We feel that such a basis would do more justice to the public and to the men. But because we do not want to lose out on this we cover ourselves by asking that every three years there should be a general review which should take account of all factors, that is wages rates, movements in earnings, changes in hours in other occupations, and so on.

511. May I go back to the first stage, the fixing of remuneration based on earnings? You used the word yourself, you said earnings "are a bit chancy". — Over a short period.

512. Even that is a relative term. May it not be that earnings are really good at the moment? — They are good but not at the moment. They have been consistently good for many years and this is the reason for the decline in the policeman's relative status, and I do ask you to judge this over a long period and not over a short period. If you were to say to me: "Mr. Callaghan, it is unfair to compare earnings over a period of twelve months", I would agree entirely, but I would not agree if you were to say to me: "It is unfair to compare earnings over a period of twenty years". I think that gives you a pretty broad picture.

513. Do you think the ordinary man in the force, which you are advising, compares himself with the industrial worker and his earnings? — *Sergeant White*: Yes, Sir, I would say very much

so, and in particular you have to bear in mind the policeman's wife who also wishes to keep up with the Jones's next door, and she is a very real factor.

514. And, of course, the neighbours are in industry?—Yes, indeed.—

Mr. Callaghan: Every new housing estate that is built has two or three policemen's houses put down in the middle of it and they live as part of the community and there is a motor car outside the home of the steel worker next door but one and there is a push-bike being pushed out of the policeman's house!

515. This may be a fundamental change in a sense. I mean in my own experience I had always expected one of my relations in industry to have a bigger motor car than myself, certainly once I had left the Bar! In the police you are in a secure service—when I say "secure", I mean that the man in industry may be doing very well today but he may not be doing so well in five years' time.—That is why in our proposals we have made a discount from the pre-war position where this advantage was much more real than it is today. There is a generation of young men and young women growing up now who have never known unemployment and to whom security and going to work is as natural as the air we breathe, and I hope it may long continue, I believe it will.

516. Paragraph 153, the third line; you say that the view of the local authorities have been that as long as there continues to be a national shortage of manpower shortages in the police service will have to be accepted. I wanted the authority for that statement and I found it in paragraph 216.—Yes, Sir. This is a view which we regard as reprehensible and we believe, and I say this quite categorically, that the local authorities have fallen below the level of their responsibility in affirming positively the view that shortages in the police force will have to be accepted. We do not know that they have any warrant from those who put them in a position of responsibility for

saying such a thing but at any rate we know we are visited with the consequences of it.

517. In paragraph 216 you set out a passage from the statement of the Official Side to your tribunal.—Yes.

518. That is a statement, is it, put in by the Official Side as a whole, in other words, by a body of men who are as regards the great majority local authority representatives but including certain representatives of other departments?—Yes. I believe these cases in the main are prepared by the Local Authorities' Advisory Board which is a special centralised body which is responsible not only for negotiating the pay of the police, and this is one of our complaints, but also negotiating the pay of lots of other local authority employees. We feel we have suffered because of that.

519. Then you do try to find some occupations which are to some degree analogous. I think we can follow what you say there.—I think we say the investigating officer in the Post Office is the one that is nearest, in para. 159.

520. I am grateful to you for making that suggestion. That is one that might be specially considered.—We would be grateful if you would, because we believe that they are recruited from the ranks which might be regarded as broadly comparable with that of the constable but their rates of pay are hundreds of pounds ahead of the constable for what we understand is very similar work.

521. In paragraph 164 you describe as the Federation's broad judgement 40 per cent. to 45 per cent. over the average weekly earnings of a manual worker should be maintained—that phrase may have occurred before—but do not these earnings tables take the earnings of some who would not be called manual workers?—I think that is the official description of the table.

522. *Chairman:* Lord Geddes, is that right? Does it refer to manual workers there?

Lord Geddes: I think it does, Sir.
—*Mr. Callaghan:* This is a very

costly exercise we are proposing. I estimate that the cost of this would be something like £15 million or £16 million to the central Exchequer and £15 million or £16 million to the local authorities.

523. *Chairman* : We are not unaware of the dimensions !—I mention it because I would like to put that in proportion, and if I might just add to that I would comment in this way ; that the wages bill of our largest chemical manufacturers in this country is £114 million.

524. *L.C.I.* ?—Yes, with 110,000 employees. The wages bill of Fords is £48 million and they have some 54,000 employees. Pilkington recommended that the sum of £20 million should be set aside for the doctors on retrospection alone—nothing to do with what they were proposing for additional rates. The pay for the Services that followed the increase by Grigg was something of the order of £32 million in one year. I fear I may have staggered you, Sir, with the proposal which is put down here. But I think if it is set alongside the wages bill of a large motor car company, if it is set alongside the wages bill of a very important chemical firm, if it is set alongside the increases that are proposed for doctors in retrospection alone and the increases proposed for the armed forces, I am inclined to think that we are not asking you to do something extraordinary in the matter of preserving law and order. I know it is not your job to consider repercussions. We think it is quite a reasonable figure that the country might well afford to pay, and what the savings would be in terms of crime not committed, and in other respects, of course, no one can say but there is no doubt in our view that they would be considerable.

525. My memory may again be rather faulty but I rather think that you did not say anything precise about retrospection.—No, Sir. I ought to say that there is a very strong feeling among our members that we have committed a grave error here and that we should have asked for retrospection going back

for a number of years. Some of us rather took the view this was not your job. I have weakened in that since Pilkington came along with his proposals for the doctors which go back for three years, and I can only say that on merit our view is that the police service has been underpaid for many years but, on the other hand, our major and main occupation now, and the thing that we believe to be of absolutely vital importance, is that you should get the salary scale right as of today, and this is the first consideration, I would be willing myself—sticking my neck out—to justify an absence of retrospection if we get the right salary scale today.

526. This is a very small point. I was not quite sure that I understood the sentence. This is in regard to keeping pay in line with wage rates in other industries. Para. 169 starts :—

“We cannot rely upon the Index of Retail Prices, for to do so in the circumstances of the last 15 years is to do no more than cushion the decline in real wages”.

I was wondering whether that meant the same as would be meant by these words : “Would do no more than counteract to some degree” ? Is that what it really means ?—Yes, it does.

527. I think that is about it.—Yes ; it counteracts some of the decline in real wages. The cost of living index was very useful in the 'twenties and 'thirties because rates of wages were stationary for long periods. Therefore, increases in the cost of living indices enabled you to maintain fair comparison. But today real wages have been going up so fast that to adjust the cost of living index does not help you much.

528. I think it would be more convenient to leave the question of national rates of pay to the last.—Very good, Sir.

529. May I jump now to paragraph 200 onwards, pay for ranks above constable, where at the end of paragraph 200 it is pointed out that a constable working a 48 hour week loses pay when he is promoted and turns over to a 44 hour week ; I quite see that. I am not

quite sure—possibly you have told me already this morning—but do you want the Desborough percentage to be the differential?—Yes, that is what we want. At the moment the differentials are round about 6 to 7 per cent. for the sergeant over the constable, 8 per cent. for the inspector over the sergeant, 5 per cent. for the chief inspector over the inspector, 16 per cent. for the superintendent over the chief inspector. We would like to get much closer to the Desborough differentials. We do not ask you to recommend in detail on that but a general expression of your view about it would help us in our discussions.

530. You do not feel that the two ranks of inspector and chief inspector are necessary?—Ob, yes.

531. Do you?—Yes.—*Sergeant White*: I think you are thinking about the provincial inspector.

532. I was looking at para. 206.—*Mr. Callaghan*: I am sorry, I think this is rather a loosely worded sentence. What it is intended to mean is the discontinuance of a different rate of pay for these ranks in London and the provinces.

533. Oh, I see.—I am sorry about that.

534. If you add the words: "In London and the provinces", that would make it right.—I think that is more what it means, yes.

535. At paragraph 208 onwards there is a matter which may or may not be within our present undertaking and that is the proportion which should be drawn on the Exchequer and on the rates respectively, but it has perhaps this relevance, that you think those who are inclined to keep down the rates are not as helpful now as some others might be.—I would not put it that way. It is not that they are not helpful to us so much as I do not think that they are primarily concerned, and I emphasise that word "primarily", with the establishment and maintenance of an efficient police service. I am sure they will tell you that they are. I can only give you

our judgment, having watched them in their attitude towards our pay negotiations over the last six years.

536. You get some support, I would think, for that suggestion from the fact that police expenditure has been kept out of the block grant system although the view is held that local authorities should keep education and the fire service.—I do not know that that is the view and the Home Office will no doubt tell you why they were kept out. My guess is that they were kept out because there is a feeling that it is a national service much more than some of the other services that were included in the block grant and there should be a standardised pattern of conditions of service and efficiency.

537. Of course, we have to be very careful before we accept at all fully the idea that it is a national service because it is such a long tradition in this country that it is in a sense very much a local service.—We have been very conscious of that in the way in which we have phrased this, Sir.

538. I think I can come back now so far as I am concerned to this question of national rates of pay at chapter 8. This is a very long standing debate.—Yes, Sir, 12 years old!

539. You probably know, Mr. Callaghan—I am afraid I do not—what other fields of public service have attracted London allowances?—The Civil Service, as Lord Geddes will be able to tell us more than anybody, has of course got a London rate of pay. I think in a number of fields of industry there is a difference between London rates and provincial rates.

540. It would be very difficult to prove statistically but there is a general impression that life in the Metropolis is more expensive than in other parts of the country. Would you think that the length of the travelling distance would be one of the factors?—*Sergeant White*: I would say that rent possibly is the greatest factor and that, of course, is taken care of by the rent allowance.

541. Yes, that is taken care of by the rent allowance.—I would say, generally speaking, that the cost of living is not determined so much by the particular area that the person resides in as by the spending potential in that area, and that would apply to various other towns up and down the country as well as to London.—*Constable McClement*: I think we in Scotland would say that the cost of living was highest in the remote areas of Scotland; it is in fact higher than in any other part of Great Britain. We would quote to you the prices of the everyday commodities like sugar, tea, coal, petrol, and so on, and they are all very much dearer.

542. It used to be said that housing was very much cheaper but that is out of the way because of the rent allowance.—Yes.—*Mr. Callaghan*: I know Priestley said he thought life in the Metropolis was dearer and I do not know what statistical evidence there is for that. But if one looks over one's own lifetime and sees the growth of multiple stores and the greater standardisation of products, I should have thought there would have been a considerable evening-up of cost of living over the country as a whole. Of course, as Mr. McClement says, there are substantial disadvantages over, say, the price of coal, if you live in a remote area by comparison with living in, shall we say, an industrial area like Birmingham or South Wales. Although the Priestley Commission do not agree with this thought my own feeling is that differences in the cost of living are not now such a big element as they used to be say thirty years ago.

543. Perhaps you would be perfectly frank on this.—I have been on all the questions.

544. On this particular point, as Consultant Adviser to the Federation, are you going to advance arguments both on behalf of the Federation as a whole and on behalf of London?—No. I am going to put to you the view of the majority which happens in this case to be my own view having considered this problem very carefully. I

start off by telling you quite frankly—I hope my colleagues will not mind my doing this—that several years ago I was predisposed in favour of the London allowance and then I changed my mind. Having looked at it very carefully, and the element of rent and other matters, and having also seen the difficulties of this in relation to other areas, and the necessity in my view of a national rate of pay, I am now putting to you my own considered view on this as well as that of the majority of the Joint Central Committee. It really would make for terrible difficulties for us in my view if you recommended different rates of pay.

545. I think it will be best from my point of view at any rate and, I hope, my colleagues as well, to get the argument against the London allowance and then give full opportunity for the London people to put their argument afterwards, you are speaking from the point of view of the majority, as we may call them?—Yes.

546. Do they think, or would they accept the view that the London man may quite often—I would not say always, but may quite often—have more travelling expenses than his provincial colleague?—I think that would be accepted and indeed it would be statistically likely that he had, and if there was some suggestion made that in respect of his travelling expenses there ought to be some concession, and it should be put on an expense basis, I think I speak for my colleagues when I say that there would be no objection to that as such. It is the rates of pay that we wish to preserve inviolate. If there are any special differences in conditions of service as in the case of the rent allowance then we do not feel nearly so strongly about that.

547. It occurred to me that rents are inclined to be higher in the metropolis.—They are.

548. And that you might have introduced into the rent allowance something which may, after all each one is individual, have made allowance for the man's travelling expenses.—That could be done. I do not think it is

technically impossible to do it.—*Constable Evans*: We actually have on our agenda this question of travel allowances not only for London but other areas where the same difficulty arises, and it is already receiving consideration.—*Inspector Bleach*: There is this question to be considered with regard to the question of personal travel and that is that the man stationed in the country has none of these multiple stores. Indeed, he has no barber and, therefore, he has to incur the expense of a bus fare just to get his hair cut, and there are all those things to be considered.—*Mr. Callaghan*: Especially if Inspector Bleach is going to inspect him the next day!

549. I think this is reasonably connected with this London point. I think we all know that there are certain areas, London is the worst of all, but there is Birmingham and I think Manchester or Liverpool, which are very short of men indeed; you would regard it as most unsatisfactory and indeed really impossible to try to boost up the London or the Birmingham force by having different remuneration?—We would, Sir, and when this proposal was made by the local authority of Birmingham the Birmingham Joint Branch Board representing the Birmingham police force rejected the idea because they themselves believe in national rates of pay. That only goes to illustrate, I think, the very deep-seated nature of this feeling that the men should be willing to refuse an increase to themselves alone. I may say that we are also pretty mistrustful about such boosts in view of the experience we have had. The Official Side always try to take them away as soon as they have the men they want.

Chairman: I think this would be a convenient moment at which to adjourn if that suits you. We will resume at 2.10 p.m.

(The proceedings were adjourned for lunch)

(On Resumption)

550. *Chairman*: I have just one or two points—I thought I had finished, Mr. Callaghan—but I have one or two points I would like to ask you about, or those with you. Reference has been made by a number of people, including Lord Justice Devlin and Lord Denning, to the strains that these officers have to bear when giving evidence in Court. I think it is true to say that members of the Bar very seldom litigate; for myself it is equally true to say that members of the Bar have no ardent longing to be witnesses. I do not know what the police think about the job they have to do so frequently, by way of giving evidence. Do they regard that as an attractive and interesting feature of their lives or one that is really unattractive and tiresome?—*Mr. Callaghan*: Mr. Chairman, I do not think police officers find giving evidence attractive. I would not suggest there was much ordeal to a police officer in a Magistrate's Court dealing with a case of a bicycle without a light. But when he goes to Quarter Sessions or Assizes to give evidence in a very difficult case he goes there as an honest individual endeavouring to give honest and truthful evidence and, having given that evidence, he is then immediately subjected to attack, and that is when the ordeal begins. A police officer at all times desires to give all information which will be of help to the Court even although it might be to the advantage of the accused. Having done that he naturally has some feeling when he is immediately attacked by a defending barrister doing his job quite properly, on the evidence he thinks is truthfully given, and I think that is when his greatest ordeal comes, when he is subject to that kind of attack.

551. Would you like to add anything, Inspector Bleach?—*Inspector Bleach*: I do not think so, Sir. I think that has covered the point pretty well; but I would say that it is becoming increasingly prevalent these days for the defence to attack the police as a means of perhaps portraying to the Court some lack of credibility on behalf of the police.

552. Of course the solicitor or barrister has this difficulty, I suppose, that the more difficult his defence the more he is driven to try to show that the police evidence is untrue?—*Sergeant Murray*: I would like to put this practical aspect to the Commission, Mr. Chairman, and say that I think it is an asset to the public to have policemen who, when they act in the street, do so in the knowledge that at some time either in the near or distant future their action will be the subject of the limelight of a court of law and, if necessary, the limelight of the Press. I think too, a practical policeman, once he has been to court on however trivial an incident, one thing is indelibly impressed on his mind, that in future cases as in his earlier cases, learning by experience, he will be meticulous about recording facts and, so far as he can, give them without any prejudice.

553. Would any of the witnesses like to help me on this? I was just wondering about the young man of 20 or 21 years old, quite early in his service, who happens to be involved in a very controversial case, whether any of you have noticed that being disturbing to him, distressing, annoying, a thing he very much disliked?—*Sergeant White*: I think it can be generally said that to the young man it is quite an ordeal, Sir, but I think competence comes with experience.—*Mr. Callaghan*: I would like to add one thing as an observer, as one who talks to more policemen than most other people: what has become prevalent and fashionable, this method of defence in the courts of attacking the *bona fides* of a constable who has given his evidence as faithfully as he can, is very deeply resented and I find what is most complained of is not appearance in court but the attack on what seems his good faith. Of course we know that the occasional policeman does give tainted evidence which gives a barrister the opportunity of casting doubts on the *bona fides* of the Service as a whole. But certainly the whole of the Federation feel all evidence given must be objective and true. We want to root

out any possibility there may be among our members of gilding the lily or saying things that are not true in court, because it weakens the responsibility of our members and their credibility in the eyes of the public. But I think there is one final responsibility on the Commission here; you can help us achieve this if you give us rates of pay to attract men of the right character.

554. That leads me to another point. I do not think you have really said anything, any of you, about the quality of recruitment in recent years. Do you feel that whereas between the wars, I gather, there was often a good deal of competition for a comparatively few vacancies, that the result of there being more vacancies than applicants is that there has had, inevitably perhaps, to be some decline in quality, or has the quality been maintained at the cost of numbers?—*Sergeant Murray*: I would say this is one of the most difficult questions certainly that a representative of the men could answer. To answer perfectly fairly I would say we are really looking at two different creatures. It is rather like saying, is an elephant better than a tiger, because if you took post-war recruits and applied to them the limitations and the selective operations that you applied before the war, thousands of them would not get into the interview room. First of all you would remove all the married men that have applied since the war, they would not have got to the interview room before the war. When you come to the single men who remain, only those would stay who were agreeable to sign on the dotted line to remain single for four years because that was a condition of service. When you look at grammar school types—I am inclined to think, when we use the expression in the last few years it has a meaning that places a youth in a particular academic grade and reflects on his academic ability. When we talked about grammar school type before the war, that is not necessarily true; he may be a dull boy whose parents have the means to send him to a grammar school.

555. The phrase has a different meaning today.—That really is the difficulty anyone is in, in assessing the type of recruits. I would say, if I gave an honest answer, I am a pre-war man myself and may well be prejudiced, but I would say I think the standard that came in between 1930 and 1939 was higher than any standard the police had before or since. Possibly the Chief Officers are the people who can answer this but I would say they have not had the selective field since the war that they had before the war. I am mindful of bodies of 150 and 200 men coming down to Scotland Yard, and possibly 18 or 19 of them being successful in getting in, and I am wondering if the queue is anything like that now.

556. Thank you very much. Mr. Callaghan, I think the answer to the question here is that your colleagues have no hesitation in criticising memoranda submitted by your senior officers?

—Sir, as our senior officers have felt themselves free to comment on our rates of pay very fully, I should think we feel entitled to comment on their comments.

557. The particular point in my mind at the moment was the group of suggestions made by the Superintendents, all of which tend to limit range for recruitment; not many cadets, hardly anybody under 21, and let people go younger. Do you not think there is a difficulty about those suggestions?—

Mr. Callaghan: I am not sure about the difficulty, Sir, but I would certainly agree with at least the first two of the Superintendents' points.

558. Not too many cadets?—I think the Commissioner has made a terrible blunder in his cadet scheme and my view is, I assure you, not a personal view but one the Federation shares as a whole, and particularly the men in the Metropolitan Force.

559. Would you amplify that?—Yes, Sir, I can say why we think this. It springs from a very fundamental conception of what the police service is. This very considerable pride in the job I have found has been one of the most rewarding experiences I have had

and springs from the fact that the policeman regards himself as a member of the public and he regards the police as the public. I think it springs also from the fact that for the most part he has been a man who has been in civilian life. He may well have had an apprenticeship as a woodworker or blacksmith or anything of that sort, and he comes in as an adult knowing about his fellow men, because he has lived and worked among them. What we fear about the Commissioner's scheme is this: you are going to take young men at the most impressionable age, 16 or 17, put them into uniform battledress with flashes, put a former Army Commandant of an Army apprentice school in charge of them, separate them off in section houses, and although I agree they are going to get a very good academic education as far as I can see from what has been said, you are in fact going to train up a group of men who will have had no contact with civilian life and will not have lived among civilians hardly since they left school. This is a very serious thing to do. I do not think it matters if you try to draw 10 per cent. of your men from this source, but if you are going to the stage of getting 50 per cent. from this source I can only say to the Commission that the Federations are very strongly opposed. We regret very much that we were not consulted on this by the Commissioner. The 1919 Act does lay down that we have some responsibility for welfare and efficiency and we should have thought that in a matter of this sort our views should be sought, but we knew nothing till it appeared in the newspapers. We believe it is fraught with very serious possibilities for the future nature of the police service in this country.

560. Passing on to the second one, what do you feel about the tendency to raise the age of admission?—For the same reason, Sir, we like the adult man. To this extent we depart from the chief constables who regard the police as a profession, as there could be nothing more disastrous for relationships between police and public if this were

to become a profession. We regard the police as a group of men who have been attracted from other walks of life and represent all ranges of other walks of life, and you will find the sons of professional men amongst them, the sons of agricultural workers and miners. This is the best type of police force this country can get, I am absolutely convinced, and for this reason we would like to see men coming in who are of a sufficiently mature age to have experience of civilian life. Therefore as far as the Superintendents' suggestion is concerned, although we are quite happy to have men of 19 or 20, we hope nothing will be done to cut out men of mature age, 23, 24 or 25; we think a considerable proportion of the Force should still come from them.

561. There is a point there we thought of yesterday. Would you not think that if the Force can be recruited at the age of 19, but that if they would like to get a man of, let us say 22 or 23 from another occupation, that some system of some sort of seniority, increment, for a man of 23 ought to be available in advance of that available for a man of 19?—There has been a difference of opinion amongst us about this, Sir, but the view of the Federation, and I think it is by a substantial majority, is that we would prefer a common starting pay no matter what age the man comes in. Sir Albert Day made a different proposal in a minority report on an Arbitration Case.

562. On your philosophy—the recruitment of men from the community as a whole—the man of 23 brings relevant worldly experience which the chap of 19 cannot bring.—I think this is true, Sir, and I think there is a difficulty in what I am saying to you. I find once he is in he tends to be judged by reference to his value to the police rather than the value of outside experience he brings, and I think this is what has led us to this conclusion.

563. He might at any rate be able to get promotion quicker at an earlier age?—I am a bit of a heretic about promotion. I think the constable is the

man who really counts and, if I may say so to you, speaking personally I am not too keen on the man who comes in absolutely set on the idea of getting promotion. I think in police work there is a lot to be said for Talleyrand's view of "*pas trop de zèle*". It is the man who has commonsense, who knows when to wink an eye as well as when to pick up somebody, who is really the man who preserves the best relations between police and public, and preserves law and order.

564. But unless you have the man coming into the Force who hopes to be a Chief Constable, you will have your Chief Constables coming from somewhere else?—I am quite sure that is right, Sir, but I do not want a rat race in the service, with a man increasing the number of reports he makes in order to get promotion.

565. I hope one can get promotion on a different basis than that, but if you do want your Chief Constables always from within the Force, from men of all round ability, with different qualities at any rate from those very important qualities you have been describing, do you not think there will have to be opportunities for promotion?—Yes, there will have to be, Sir, and I have only painted this side of the picture to you this afternoon because I thought, if I am at liberty to refer back to your first session, that too much emphasis was placed in some of the questioning and answers upon the promotion aspect, and for getting an efficient and contented Force I felt that it was necessary to perhaps weigh the scales in the other direction, but I would not want you to think I do not accept a great deal of what you say about that.

566. Have we had all the help you could give us about the Police Council?—It has been useful on everything but pay, Sir, and that for reasons I think we went into. It has done a good job in my view about a number of matters in which I have been associated as well as the other officers, negotiating things like rent allowances and that sort of

thing, and it has worked very well indeed. I feel myself—again, we have no particular Federation policy on this—I think the central government is under-represented on it, that there is a very considerable weight of local authorities, county councils, county and burgh councils in Scotland, and all the rest of them. I think there is something to be said, in view of the fact that the central government at the moment bears 50 per cent. of the costs, that they should at least have a rather stronger voice in its affairs. Nor, Sir, am I ever impressed by the role of the independent chairman. I think there is a lot to be said for the normal system in Whitley Councils of having a chairman from one side and a vice-chairman from the other side. I do not know for what purpose the independent chairman was introduced and he certainly does his best to help, but I do not think he is a vital element.

567. Here is another question related of course to pay and to prospects. I think we have had some rather varying impressions given to us as to the number of men who qualify for the rank of sergeant but cannot in fact be promoted because there are not the vacancies. There certainly are a substantial number of such men, I suppose?—Yes, many more men are qualified than are chosen.

568. Do you think the man ought to have some monetary recompense for that?—There is something to be said for it, Sir. I want to put in my plea again for the practical policeman. Do not overlook him, he is the man on whom the service depends. I think there is a lot to be said for a man who can pass a written examination, but in the last resort, it is the policeman who throws himself on the bonnet of a car who matters—the man of action who behaves with presence of mind at the vital moment when it is necessary; so I would say, whatever consideration you give to rewards for examinations, do not give the man who is a good practical man on the street and on the job a grievance about it.

569. Here is perhaps one of the biggest questions: here we have a Force

which is short of men, and difficulties, restrictions, pay, shifts, all sorts of things are mentioned. To what extent do you place the level of pay as a factor which makes the police force under strength as compared with the other matters? Sir James Grigg for example, I think I am right in saying, when he reviewed the Armed Forces, came to the conclusion that there were a lot of elements other than pay.—I think this is true of the police too, but it is very difficult to isolate the strands and segregate them out; but despite the hazards of the job I think you could recruit more men if they had sufficient pay. I remember when I was visiting oil wells of Iran they were paying men there £50 or £60 a week. If you offered them £10 they would not have gone. It is a simple proposition. I think you can offset the hazards of the job up to a certain limit although you do get to a point of no return—but, if I may say so, we have not got near that point with the police force.

570. Turning to the women police, we have a short passage in the document accepting the 90 per cent. basis and hoping that will continue, setting out the duties and responsibilities of women. Have you anything you would like to add to what is in the memorandum?—*Chief Inspector Hudson*: I do not think I have anything to add. We have tried to put the position to you quite clearly. We have not the same yardstick in the case of the women as in the case of the men because of course our numbers before the war were very small. We really just came into the Service in numbers with the war and since the war. We are still increasing, and we have been accepted into the Service. The women now are really finding their place and becoming part of the fabric of the Service. They are getting experience. They are being allowed to go into specialist branches in some Forces. There is only one possible thing and that is that I and my older colleagues do feel probably that the joining age of 20 is rather young for women. We feel it has added to our wastage figures, and unfortu-

nately—it was probably, as you know, recommended to the Oaksey Committee that women should come in at 20. It was 22 before that, and we feel 22 is a better age for a woman coming into the work because the majority of us are specialised in, of course, cases concerning women and children. Reduction to the age of 20 has also corresponded with the swing back to early marriages we had in the Victorian era, and we feel that if we can get women in about 22 years of age they would settle down in the Service and, as Mr. Callaghan has said, if the wage is right and they have a proper career structure we do feel we will get women to come in who will make the Police Service their career.

571. Are the vacancies easily filled by women?—No.

572. You have to some extent the same position as the men, that the Force is not attracting women as you would like?—We are not getting as many women as we would like, that is so, Sir.

573. *Sir Ian Jacob*: I wanted to follow up a point mentioned by Mr. Callaghan. It seemed to me possibly there was some misunderstanding in my reading of the intention of the Chief Constable's Report and this arose from what you said about this business of it being a profession. It did not seem to me that what was intended in that suggestion was anything to do with separating it off as it were from the rest of the community. It was merely a question of acknowledging the responsibilities and status as it were of the police force as a professional body, using "professional" in its normal sense, I suppose, whereas I understood from what you said that you felt there was something different and you were against it being regarded in that light. —*Mr. Callaghan*: I am not quite sure what they mean in those circumstances by regarding it as a profession. But, if they do not mean it should be drawn from a limited number of men, I would agree with that; but what positively is a profession, I am not quite sure what is meant by it?

574. It seemed to me that what is important is that you can make comparisons with what are normally regarded as professions rather than just the general run of manual labour.—In that case I do not think I would agree with them wholly. I think the qualities required are different and, as we show in our statement, the range of occupations to which policemen go when they leave the Service is as wide as the number of occupations there are. They certainly do not go to professional occupations. If I could find the page referring to it in our own memorandum, we put in a table of the jobs they do, at paragraph 183. It really is rather astonishing, but I think it does reflect what I was saying about recruitment. The number of people, for example, who have gone back to the building trade were probably apprenticed, who did their time, served in the Force, and went back for particular reasons. Then, everything from ministers of religion to fishermen, bus drivers and so on; it really is a very wide range. So I should think, to equate them with, what shall we say, solicitors, doctors, actuaries, accountants, bank clerks, teachers, is perhaps a bit narrow if you want to get a real comparison.—*Sergeant White*: I think, Sir, if you regard the service in any way as being a profession then you do so in the knowledge that there is no other occupation which is comparable with it. I think that is the essence of it, in the nature of its duties and in the nature of its responsibilities.

575. *Sir James Robertson*: I would like to ask a question on the educational level of entrants. In earlier evidence we got the impression that the grammar school type, for lack of a better word—and I am using the words in the post-war sense, that is as representing a certain level of scholastic ability—that that type was being very meagrely recruited. We have since got statistics which indicate, leaving the cadet group aside, that of the recruits to the Metropolitan Police in the last few months or year, 30 per cent. had some G.C.E. passes ranging from one up to five, six or seven. In the provincial police forces

the proportion was not very different; some 200 out of 685 entrants. That broadly, say 30 per cent., seems to be a much more substantial recruitment than we had been led to believe was in operation at the moment. What does the Federation feel about that? Does it feel that is a useful level, that type along with other types, or does it feel that a very much bigger proportion of your applicants should have this kind of qualification to offer?—*Mr. Callaghan*: Sir, we would obviously like to have the highest level at all times, and the highest level I ever found was in Aberdeen, where you could not get into the Service without two passes at A level, which sounded extraordinary. But then we all know about the high level of Scottish education. But, Sir, I put this to you: how do you value the G.C.E. these days? I have a feeling but then I am an old has-been, that it is not anything like the old certificate we used to take and that one or two passes in G.C.E. is really nothing very much to write home about in terms of educational level. I hope I am not offending anybody.

Sir James Robertson: Even a bold Scot would hesitate to pass judgment on the chief examination of England.—*Inspector Jack*: We have some rather interesting figures, Sir, reflecting the educational standard of the recruit joining the Police Service today. In 1937 we found with the educational examinations at entrance level we had a pass of 67 per cent. to 72 per cent.; in 1956 this was down to 33 per cent. passes. May I be at liberty to quote a comment of the Commissioners of the 1959 examinations: "The general impression given by the papers submitted was of a depressing level of mediocrity both in literacy and in knowledge of the subjects."

576. *Dr. Goodhart*: Mr. Callaghan, I was very interested in your remark that you thought the Home Office figure of shortage in the Forces was derisory. I think you then said the decrease of crime could only be brought about by increasing the number of the Force. Do you think that is true?—*Mr.*

Callaghan: Yes, Sir. I was referring to the initial Home Office figure, not to their revised estimates, when I referred to a derisory figure. But certainly I would like to emphasise that it is the view of every experienced policeman I know that it is the visible sign of the policeman on the street corner walking down the street which is the biggest deterrent to the commission of crime. I would like to go further in relation to young people and say that you could do a very great deal to get rid of a lot of juvenile delinquency if only there were more men in uniform around the streets today than there are, because these young people could be easily dispersed and their parents have considerable influence, I think, once the initial step has been taken of breaking up the gangs. They go home and the parents say—you are not going out with that lot any more. Policemen I know are very convinced they could tackle a good deal of this juvenile delinquency if there were more of them on the spot at the time, able to handle troubles as they arise.

577. At paragraph 108 where you give statistics of crime you give them only for indictable offences. Has there been the same increase in non-indictable offences?—There has been the same increase, but I have not the total I want. Perhaps I could give you a later answer to it, but I think the answer is yes.

578. I was wondering in reading these statistics, you put no emphasis on the importance of police in keeping order, for instance in relation to traffic. Do you think an increase in the police would help to meet that problem?—I speak only as a citizen who sometimes is a pedestrian and sometimes drives a car. I have been very impressed over the last year or two in London with the improvement which is effected as soon as policemen take over the handling of traffic from the traffic lights in certain areas at times of great congestion. They can employ some intelligence and initiative which traffic lights cannot do. When you travel around at rush hours, anybody who does so is conscious of the tremendous improvement of

policeman can effect. At least that is my experience.

579. Then at paragraph 115 that very interesting illustration of the jewellery quarter in Birmingham; you suggest if you could have more police on duty there you would save that sort of loss, £15,000. I wonder whether you would suggest, whether, if you increased the number of police you would save for instance loss in the accidents on the roads.—Almost certainly, Sir. There is no doubt at all about that. We could do a very great deal in that direction if the men were available.

580. Of course you were saying that it is difficult to measure the productivity of the police in making a figure: would you say that the productivity of the police really depended on the amount they can save the public?—I think that is probably the nearest definition you can get to productivity in the police service.

581. What I am really trying to get at—you said you would startle us by giving a figure, increase of costs, of £15 million to £30 million if you increased the number of police. Do you think you would save the public anything in relation to that figure, anything similar to that figure?—Yes, Sir, I do. I think we would probably save more, in sheer material, physical terms. I did try to help the Commission by asking the insurance companies if they had any analysis of the cost of crime in terms of claims to them but, alas, they told me they did not differentiate in that way and lumped them all together in different ways, and could not give me a figure; but certainly I think if the Royal Commission were to ask them for an estimate you would get some pretty clear expression of opinion from them as to the cost to them of crimes and robberies at the present time. There is of course, Sir, the non-material aspect. I think it is rather deplorable that we have got to the stage where men and women cannot walk freely around some of our streets at night and, quite apart from any cost we might save, I think it is the duty of the community in which we live to keep the

streets open and free to anybody at all times of the night, and yet we know this is not true in some parts of our cities.

582. Do you think you would save anything in hospital costs?—That is rather hard, Sir. I do not think I can give you anything that would be valuable on that.—*Constable Evans*: If I may refer to a statement by the Chief Constable of Bedford last year, where there was an extra police concentration over Easter and a remarkable reduction in the accident rate, and I would like to go further, the experiment carried out last year in Maidstone, Kent, where extra policemen were brought in from the surrounding area, the remarkable thing was they did not make so many more arrests but the rate of crime in that town decreased considerably because the criminals would not commit crime because policemen were out on the streets, so it reduced the hospital and prison population, and there would be two savings there.

583. *Lord Geddes*: Mr. Callaghan, reverting to a reply you gave to the Chairman about an allowance for passing the qualification examination, you said "Do not forget the man on the beat"; but would not in fact the man who merely got an allowance for passing the qualifying examination be on the beat?—*Mr. Callaghan*: He may well be.

584. The only purpose of the allowance would be to reward him for qualifying and secondly to compensate for having qualified but not having been promoted. What is the real objection to that?—I do not think there is a real objection to it, Sir, except this, that we want to try to lead this Royal Commission away from considering frills to concentrate on the main issue. I am being quite frank with you, Sir. We think the main issue here, and with respect I am absolutely certain about this, the main issue is a proper rate of pay. If the rest of these things are looked upon as additions once you have established that

proper rate of pay, then I think they would be very welcome and indeed accepted: but, Sir, if they are used as an alternative, if it is thought that by those means you can secure the sort of Force you want, with respect, Sir, in my submission it will fail.

585. I do not quite follow that. If you increased the rate of pay you would not increase the promotion prospects, would you?—No, Sir, but you would make men more satisfied.

586. Would you not still have the position of men passing the examination and being dissatisfied because they were not promoted?—Yes, Sir, to that extent, and once you had increased the rate of pay I think this would be a very good incentive.

587. In other words, if it is impossible to promote all the people who qualify, is there not some justification for having a compensation for those who are not promoted?—Yes, Sir.—*Sergeant Murray*: If I could paint the practical picture, different members of the Commission do keep coming back to this qualification allowance. This is a matter which we as Federation members consider practically every year at our annual conference. Some police forces think there is great merit in this and bring it to the annual conference where the representatives of 125 police forces consider the matter, and so far there has been no majority in favour of it. I would say as a practical policeman that I would probably take great exception to the fact that a colleague of mine who had great ability to pass an examination, possibly at an indoor clerical job of some sort, nine to five every day and evenings off to study, of the same rank as myself doing shift work—I would feel there, Sir, if he were to get say an extra five shillings a week to pass an examination whereas he may not be half the policeman I would certainly like to be, and I think that is actually what is at the back of the minds of the majority of the 70,000 policemen in England and Wales on this particular subject at the moment.

588. *Mr. Hobson*: On Dr. Goodhart's questions about the number of police

officers on the beat affecting the rate of crime, of course another thing that affects the rate of crime is the moral standing and outlook of the community as a whole. I realise much weighty evidence has been given that more police officers, means less crime, yet you do not find, do you, that there is a higher rate of crime in those areas where there is a substantial deficiency of police officers. Can you explain what appears to be a contradiction?—*Sergeant White*: Crime, Sir, now is not measured in terms of community, having regard to the fact that the criminal now travels from place to place. Just because you have a reputable community, it does not follow there will be no crime. The travelling criminal makes sure there is.

589. The travelling criminal no doubt goes to the place where the rewards will be greatest. On that principle one would have found a higher rate of crime where there are substantial deficiencies against establishment, but I think it is the fact that variation in crime is not directly related in any way to whether or not the particular forces are up to strength or not.—*Mr. Callaghan*: I think this is a point we would like to examine because at the moment I have not the figures which warrant your assumption.—*Constable McClement*: Liverpool, Glasgow, London, Birmingham—I would refer you to the 1958 figures for Scotland and they show that crime per thousand population in Glasgow is 68.7, which is much higher than in any other part of Scotland.

590. Do you know if there are any parts of the United Kingdom where it can be shown the rate is higher? My own impression, my own local knowledge, for instance, in Bedfordshire where the rate of crime is much higher than Northamptonshire but there is no difference in police forces, both fairly well up to strength, Luton in particular.—The Chairman of the Joint Central Committee is from Luton, Sir. He can no doubt answer this.—*Sergeant White*: At the moment, Sir, the establishment of Bedfordshire is approximately 60 down on the authorised

establishment and I would say generally speaking that the crime figures for Bedfordshire and in particular the rural areas of Bedfordshire, are extremely high.—*Mr. Callaghan*: I think, Sir, we shall have to go into this because I find it very surprising when you state that in most places there was no correlation between police numbers and crime. Unless you do so, Sir, I think we would like to investigate this.

Chairman: I think we could do it but you might be interested to do it for yourselves. But there are so many other factors. Glasgow is a complicated population.

591. *Mr. Hobson*: That is one of the points. Luton in particular has a shifting population of workers coming in to the factory and produces a very much higher rate of crime than a stable place like Northampton where the population have been there for a very long time, and that would seem to indicate that one of the factors in depressing crime statistics is the conduct of the populace and not the strength of the police.—I am sure that is true, Sir, but we are not charged with the morals of the populace.—*Inspector Bleach*: Sir, the current statistics do not give you a clear indication of the bootlegging that goes on. I will not name places, but if I told you I know there are places with 28,000 population and only two policemen on night duty, you realise then the vulnerability of that particular place.—*Mr. Callaghan*: I would not like you to think, Sir, that is by any means the worst. I have something just put into my hands on one of our cities where the population is 92,000 and on Good Friday at 6 a.m. in the morning there were two constables patrolling, and this morning, Sir, at six o'clock there were four constables patrolling.—*Sergeant Murray*: Could I ask finally on this subject of manpower shortage if the Commission would look at the point of view not only of the morale of the public where there are few policemen on show, but the morale of the individual policeman? You rightly said we lay great stress on the beat system

and indeed we do, and we say that is the answer to most of the problems. If you look at the urban areas and try to visualise a particular police area being divided into, shall we say, 15 beats, when that force is up to strength it means six o'clock in the morning and again two o'clock in the afternoon, and again ten o'clock at night, 15 policemen go out each on to his own beat and this policeman will do that regularly for a month or what the period is. It means he gets to know his beat, takes a pride in the crime he prevents, and he has various professional techniques he can employ. He gets to know the people who live there and they know him. But the position where a man goes out on three or four beats because some of his colleagues are missing, has a great effect on the morale of the policeman because he just has not time to think of the techniques and he is trying to get a quart of ability into a pint of material.

592. *Mr. Hale*: About the ecology of crime, I think you are running into three or four special difficulties. Most of us going into the question of penal reform have found comparative figures are really not reliable. The indictable offence is termed quite differently, whether compulsorily or optionally indictable. Secondly we find sometimes one offence is attributed to more than one man and in other cases where a man has committed many offences they are included. Thirdly of course there is the point, if there are not many police about, there may be quite a percentage of unnoted, undiscovered, unreported crimes: and going into ecology, quite apart from ports and so on which have their special features, the most careful study on the ecology of crime was done in connection with Croydon and did disclose some rather surprising and suggestive things. For instance, the parents whose occupation took them away from home may have families more attracted to crime than those whose occupations leave them at home every night.—*Mr. Callaghan*: Sir, we will try to produce this paper.

593. *Chairman*: Do you think we have given you a fair opportunity,

subject to hearing those who take a different point of view with regard to London allowances?—Yes, Sir, I think you have brought out, if I may say so, with your examination every point that we wish to make that was in our document, and I do not think there is really anything I want to add.

594. *Chairman*: Thank you very much. You have with you, I believe, Constable Webb, is that right, and Constable Hall, who want to speak on this London subject? The Federation was perfectly prepared to include one document with its evidence and that is the document enclosed in the memorandum and it is from the Metropolitan Police Joint Executive Committee, who are represented by Sergeant Murray and Constable Webb. Then the other document is from the City of London Joint Branch Board and they are represented by Inspector Hogben and Constable Hall. Let us take the Metropolitan Force first, shall we? You tell us that the principle should be continued. You say there is a London allowance of £20 per annum paid to Constables, Sergeants, and Station Sergeants, and you record the reasons given for the original award of £10 recommended by Lord Oaksey's Committee. It is non-pensionable but I suppose it attracts income tax?—*Inspector Biggs*: Yes, Sir.

595. Then you refer to the Civil Service Royal Commission and you give the views of your Committee. May I take these points (a), (b), (c), (d)? The first is that your Committee, Sergeant Murray, requires provincial differentiation applied to the police service in a proper manner?—Yes, Sir.

596. The word "it" in the beginning is your Committee?—That is the Committee, Sir.

597. But you have never had an opportunity of negotiating settlements reached on the London Allowance?—That is so, Sir.

598. Is that really saying you take no responsibility for having agreed £10 or £20?—Yes, it has been thrown on us, Sir. If I could enlarge on that, we have never had an opportunity to go to

the negotiating machinery to negotiate on what we claim is a regulation, although we would point out that the regulations governing all other allowances have been taken by our National Committee to the negotiating machinery, whether it is plain clothes allowance, rent or cycle allowance; everything but London allowance has been taken to the negotiating machinery but we have felt frustrated on this.

599. Why is that?—We would say it is a constitutional defect, Sir, in that although we are a very large minority, 20,000 establishment—together with the City of London would make us about 21,000—we have not the facility to put matters concerning us on the agenda of the Police Council.

600. Then your third point is that it should, whatever it be, be pensionable.—That is so, Sir. I would point out first of all that the allowance itself is traditional. Indeed the question was posed this morning, how many walks of life, how many occupations have the London allowance, and I would have thought it was more difficult to find one that did not. We would say it is overwhelmingly traditional and where you have a London weighting in a profession or occupation where the pay itself is pensionable we find, as with teachers, civil servants, the weighting allowance is also pensionable.

601. And then you say it ought to go to the higher ranks, all ranks?—Perhaps I could explain the difficulty. The London allowance under regulation 38—£20, unpensionable—is paid only to ranks below inspector, but the inspectors and chief inspectors in the two London forces are in the position that their rates of pay differ from the national rates of pensionable pay, and they have at the moment a £30 lead, and the position is that we look on the £20 London weighting allowance as being traditional for various facets of cost of living, etc., and we therefore think inspectors should attract that allowance in the same way as sergeants and constables do. It seems to be quite clearly laid down that their £30 lead

and rate of pay is for duties and responsibilities which they would claim in London are higher than those of their colleagues in the provinces.

602. That is queried in your memorandum, the inspector is queried?—Yes.

603. In your final paragraph you say you would be happy to give oral evidence in support of this claim. Might I see whether we can get some of your evidence by way of answers to questions. A very important part of the reasons for the London allowance in other occupations is the cost of housing. That part of it is already dealt with in the police service?—It is at the moment, but the rent allowance regulations now are rather complicated. It can, and indeed there was a period, where three or four other police forces in the country were enjoying exactly the same level of maximum rent allowance as we were in London. That was only rectified, there was a time lag of about three months I think; but it is possible now for other parts of the country whose forces have a case to make out specifically on rent, that they could come up to our level, but we would agree there probably is in outside occupations some measure of high rent in their London weighting.

604. What are the other elements in London life that make you say there ought to be a London Allowance?—We would think, whatever the elements are, and we would agree the difficulty of naming them, we would say that they seem to be present for all these other occupations, teachers, civil servants, local government officials.

605. But they have not got a rent allowance?—But they have a much higher London allowance, so we would think, whatever the elements enter into it, that travelling is one of the things that must come in. When you look at travelling, I think it is fair to say you must not only look at the one shilling or one and sixpence bus fare, you must look at the hour or the hour and ten minutes it takes to go for that amount of fare in London, whereas you might go twice as quickly in even one of the

bigger cities. Buses are notoriously slow at certain times in London, and travelling is not easy.

606. If I were arguing your case, I would say not only the policeman's own travelling but all the travelling of his family.—Then there is the entertainment of the policeman and his family which we would like to put on a level with our provincial members. We look upon it that if we get the same rate of pay as they get, we are slightly worse off.

607. But you have got much better entertainment—*Constable Webb*: It is a fact that entertainment costs a lot more in London, due I think to the fact that the average seat in the provincial areas is much lower in price than it is in London. Even if you take places of entertainment outside the West End, if you take the time taken travelling and the cost of travelling, it costs him much more. There is another point that in all these occupations it is difficult to find one that has not attracted a London rate of pay, and we find if we have to call on anyone to do a job for us we have to pay at an extra rate, because he himself is attracting the London rate of pay. If I had somebody in to do a job for me—I do not, because I could not afford it—but if I had to get someone in to do a job I would have to pay a higher rate because the man is getting so much an hour more than anyone in the force is getting on his national rate of pay. That is one of the points, and it has been mentioned in the main document, about the shortage and retaining men in police service. You will find that in the figures in the Metropolitan force, we find that they just leave London, they go to the provincial forces despite the fact that they have a lead of £20 in London. Our estimated deficiency actually based on the Dixon Working Party which inquired into the Metropolitan police does show that there is a deficiency of something like 25 per cent., and not this 12 or 14 per cent. These figures are not accepted by the Home Office, because they thought being under strength they would have to make a new establish-

ment. But I think you will find we have actually got a deficiency of 25 per cent., and the number of young men who leave the Metropolitan force for the provinces is astounding. One of the reasons for this might be housing. Although there is a rent allowance it is very difficult still in London to get a place at 62s. 6d. per week.

608. You may tell me quite correctly that we can find out for ourselves the list of the occupations which have a London or provincial differentiation, and that it is unnecessary for you to give it to us.—I have here an old Ministry of Labour Gazette of November 1958, which gives

609. I do not think you need trouble about that, as the Secretary tells me he can quite easily get a copy. Are you wanting this £20 to be increased proportionately to the basic pay of the constable?—*Sergeant Murray*: This is a debatable point. We would hope first, so far as the Metropolitan police are concerned, that the nature of the allowance would change from non-pensionable to pensionable, and that you would bear in mind the conditions prevailing when it was first awarded, and that was in the very bad economic times, as Mr. Callaghan pointedly made out earlier on today, and that you would bear in mind that there had been no adjustment since 1951.

610. Is it not 1954?—I beg your pardon, 1954. We would hope you would take those factors into account and give some broad indication as to whether you thought differentiation was justified so far as London is concerned.

611. One does not want to hurry over any points, but this is getting very much into detail.—*Constable Webb*: If I may say this at this stage, since 1948 this has been the source of more frustration and friction within the police service than any other single item. There have been arguments and discussion on the constitutional rights of minorities, and we feel that you could give us a lead to end this friction and frustration by saying in your deliberations whether you consider there should

be a London rate of pay in fact or whether there should not be a London rate of pay, and that is the reason we have submitted this to you. We feel that because of the points made by my chairman there should be a London rate of pay, and what we do ask most specifically is that you should help us to remove this friction and frustration.

612. Could we pass now to the City representatives. It is a fact that your establishment in the City was greatly reduced.—*Inspector Hogben*: From 1,161 before the war to 980 now—18 per cent. under pre-war strength.

613. You reach under the heading of pay something very similar to the conclusion of the Federation when you say at least 40 per cent., but I think we are dealing now only with the London allowance. There are references to Regulation 38; I do not think we have Regulation 38 before us.—It says the allowance shall be paid to the constables and sergeants of the two London forces.—*Mr. Callaghan*: Would you like the actual words—"Sergeants and constables who are members of the City of London Police Force or the Metropolitan Police Force shall be paid a London allowance at the rate of £20 a year."—*Inspector Hogben*: Oakes said it was to be non-pensionable, and of course all allowances are non-pensionable.

614. But in addition to £20, you want at least £52.—We do want it considerably increased in view of the cost of travelling. We would want an increase up to about £52. There is an unusual position in the City of London in that there are only 30 residences, 30 married quarters within the city, and the cost of rent is so high. When building started soon after the war the Commissioner approached the Corporation with regard to allocating some of their houses or flats to policemen and they were unable to agree to that, and the system was that they agreed to buy houses for us and they were going to try to buy them as near as possible, but it so happened they had to buy them in the Mitcham area, which is 9 or 9½ miles away. That increased the travelling for the average

individual, and there are round about 100 police now, 50 in the Mitcham area and others nearby, and the average man must travel an hour or an hour and a half before he does his tour of duty, and it takes the same amount of time to go home, and the price of the rail fare is 3s. 2d. a day. We feel that the average policeman, the rural policeman for instance, the majority of policemen, do not have to put their hands in their pockets to this extent out of their wages, and this London allowance is taxable now, so you can imagine what little does get to the policeman after tax is paid. That is really the prime object of bringing this to your notice.

615. I think I read yesterday that the Southern Railway fares are going up?—Yes, again.

616. Of course it is not the daily rate so much as the season rate.—It is a well-known fact that the price of house property is exorbitant, and if you are trying to buy a house near the area you may reduce your travelling, but if you try to buy a house nearer the City it means you have got to pay an exorbitant figure, £3,500 I should say, and we have got people who perhaps cannot afford the initial payment for the deposit for a house and the consequently high monthly payments, and in view of that they have gone out further into the suburbs, and it does bring their travelling up. We do feel that some of the travelling expenses should be met.

617. How many of these houses are there in Mitcham?—There are 50. We were losing men after the war because we had no accommodation to offer, so we had 150 flats at Fernlea Court, Brixton, which is over 4 miles, which does put them into a 10s. bus fare to get to and from the City a week. We had not got enough accommodation available and the Commissioner was losing men. The men coming in to join the force were transferring or trying to transfer to the provinces, and the Commissioner did try to buy houses to try to stop this, and in addition he also put an embargo to prevent men with less than five years' service leaving or transferring to provincial forces, and that is

the peculiar position in which we are in the City.

618. As I expected, travelling expenses is really the thing you put at the top of your claim?—It is.

619. It is really very comparable with the cost of housing in a big city.—Yes.

620. Why should it not be in the form of travelling allowance rather than fixed for everybody?—We have also taken the time into account. Everybody has to spend a certain amount of time a week, and it would be rather difficult to work, as everybody would be having different rates of pay irrespective of different allowances as regards travelling, and we thought the wisest way would be to have an allowance, to increase the London allowance, which does make up some of the deficiencies of working in London.—*Constable Hall*: If I may come in here; the most important point with regard to our London allowance is that we do not claim for it to be pensionable—under no circumstances do we ask for that. We ask for the regulation to be extended as much as £1 a week tax free. To suggest travelling allowance in place of the London allowance would only compensate in some way for the amount actually spent on fares; it would not compensate for the time which is spent in travelling. As we said before, a great number of our men are forced away out into the provinces. I myself have to live in Rainham, Essex, 32 miles away. To do an early turn means leaving home at 5 o'clock in the morning and not getting home until a quarter past 4 at night, and that also means I require an additional meal during the day time at work, which I would not be normally called upon to pay.

621. I suppose you yourself did choose to live in Rainham?—Only because I could not find anywhere suitable in the London area to live, Sir.

622. That is a big statement, that there is not anywhere nearer than 32 miles.—I could possibly have come

in nearer, but not to find accommodation for my wife and family which I should want.

623. *Sir George Turner*: Why is it that the London allowance issue has been excluded from the negotiating machinery?—It is through no fault of ours so far as the London section is concerned. We bring it to our national committee and they put it before the committee, and they have decided over the years again and again not to take it to the Police Council. I can only hope that fact would strengthen our claim.

624. I cannot understand this. This is an established allowance, you are not asking for something new, you have got it given as part of the arrangements for pay and allowances for the force, why cannot you deal with it through your own machinery?—*Sergeant Murray*: It is the mechanics of the constitutional machinery that only the constituent members of the Police Council can put matters on the agenda for discussion.

625. Are you not a constituent member?—No, London is not.

626. Then there is something wrong with the machinery, surely; if London is excluded from a hearing on its own particular issue, surely there is something wrong with the machinery.—We could not agree more, but we have to adhere to national policy on most things.

627. Could the Federation say whether that is your view?—*Mr. Callaghan*: Perhaps I ought to answer. There is no section of the service as a section included in the machinery. It is true the Metropolitan Force is excluded, but so are the county forces, and so are the city and burgh forces. The Police Council Staff Side is made up of representatives of ranks—not representatives of Forces, i.e., inspectors, sergeants, constables. The reason that the Staff Side has not been willing to put this on the agenda is that Oaksey when he was recommending the setting up of negotiating machinery said the Staff Side should, as in all negotiations, speak with one voice. And that must be so. There

are majorities and minorities on a number of important matters concerning our conditions of service, but we reach a conclusion on them, and it is sometimes a very unsatisfactory conclusion to the minority, but on the whole this is the way in which wages negotiations have been conducted in industry for many years, by both sides.

628. Is this not a case of the Federation suppressing one of its major issues?—That is exactly what the Metropolitan members say, and they will be cheering everything *Sir George Turner* is now saying. But I can only say that this is the normal method by which negotiations proceed, and we do not have arguments among members of the same team who are sitting on one side of a negotiating body. I can assure *Sir George Turner* the Official Side never come before us with their county councils arguing against their cities and boroughs and both of them arguing against the Home Office. That would be a very attractive thing for us if they did, because then we should be able to divide and rule.

629. *Chairman*: Here is a £20 allowance which has been in existence since 1954.—It was in 1948, Sir, it was £10 originally and then £20.

630. It has been £20 since 1954. The effect of the refusal to put it on the agenda has been to maintain it as £20 without further alteration?—Yes, Sir.

631. The desire to put it on the agenda has been to make it a bigger figure?—*Sergeant Murray*: Not necessarily. We look at the principle of this more than the actual amount of money, and we would say in principle we think we have been let down by the national body on this particular item.

632. On the amount or the pensionability?—On the failure to take it to the negotiating machinery, and we say that in the knowledge that the negotiating machinery, may well have removed Regulation 38 altogether, but we would rather they did that in a constitutional matter and gave us our just deserts and let us have our voice at the proper level.

than arbitrarily to decide as a committee whether we would take it to the Police Council or not.

633. It is a curious situation that the majority disagree that there should be any allowance and yet they are maintaining the existence of the allowance.

—*Mr. Callaghan*: After all there is a natural reluctance to take away from people something they have already got. This decision has been reinforced by the annual conference of the Federation where the issue has been decided every time it has come up, and the Joint Central Committee can only act on the instructions of the annual conference. That is what is laid down. So we are bound by the instructions we get from them. I must also add this, on the merits there are a great many other claims which odd groups might like to make, but it is the function and purpose of the negotiating committee set up by Oaksey that there should be a voice for the service, and that does imply that there must be a majority at some time or other, however unfortunate it may be for the minorities that are concerned.

634. *Sir James Robertson*: There would seem to be a slight inconsistency in the fact that this cannot be taken through the normal procedure but has to be made manifest to the Commission itself. It is a little distressing for us to see the wounds, as it were. It is a very long-standing matter, and I wonder, with respect, if there has not been a certain lack of consistency in the procedure—We voluntarily offered to include the London statement in our evidence, and for this reason; we say when we are negotiating we must speak with one voice, just as the Official Side speak as one. But we are not negotiating now, we are giving evidence to a Royal Commission. We feel a Royal Commission is entitled to know all the facts, however painful. But I may say the wounds are more superficial than real. I do not mean the London members do not take their case seriously, but I can assure you on every other subject we manage to work with a great deal of harmony.

635. *Dr. Macfarlane*: The London allowance is purely and simply on costs; it is nothing to do with duties, is it?—*Sergeant Murray*: I would answer that by saying we do not know. In respect of the inspectors' £30 lead it is specifically for duties and responsibilities, but when the Oaksey Committee awarded the £10 and created Regulation 38 they did not specifically say that it was for the cost of living. But I can give a lead in this and point out that if a policeman in London is suspended from duty whilst there is a disciplinary inquiry, it is laid down in the regulations what his remuneration shall be during his suspension. In such a case he gets two-thirds of his pay plus certain allowances, rent allowance, and London allowance is one of the allowances which he gets; that continues, whereas the allowance for detective duty would cease. So again I think I can fairly say that every indication would show it is a cost of living allowance and not related to duties. We have never claimed that our duties are more onerous or important than those of our colleagues in the provinces.—*Constable Webb*: On the point of the Oaksey recommendation of a London allowance of £10, they did say they felt policemen in London needed something more to bring them level with members of other forces, and that is all the lead we have on the introduction of the London allowance.

636. *Sir Ian Jacob*: You are talking now entirely about London, but there are other big cities. Is the opposition on the part of the majority of the Federation to the London allowance based on the fact that if London gets this so should Birmingham, Glasgow, Manchester and Liverpool, or is it the principle that nobody should get more than anybody else?—*Mr. Callaghan*: It is not on the principle that nobody should get more than anybody else, it is on the principle that it is impossible in practical terms to distinguish between the relative advantages and disadvantages of life in a city or life in one of the remote areas, and there are many factors, such as the value of the job

itself to be put on both sides of the equation. It is not my job to put them at this moment, but some of them I think we put this morning. That is why we say you ought to take the broad view of the wages structure and reach a broad conclusion. Who is to assess, for example, the difference between living in London and travelling every day, and living in a country police station where you are on duty literally for 24 hours of the day and your wife may be asked to answer the telephone to take messages for you and do all sorts of things like that? There are so many questions here that we came to the broad conclusion that the duties are the same and that it would be in the interests of the service that it should be left that way.

637. *Chairman*: The Home Secretary is your police authority?—*Sergeant Murray*: Yes, Sir.

638. Is he not in a position to put anything up?—We approached him on more than one occasion and told him through our normal Staff Side machinery and put the problem to him as our police authority and invited him to introduce it into the agenda. He has so far declined. He has dealt with the matter on the annual conference platform; the last time was in this hall in November, 1958 at our last annual conference, when he did beseech us to settle this domestically and not to bring him in his dual capacity as Minister and police authority.

639. It makes it very difficult; after all, he is also the police authority.—*Mr. Callaghan*: He is the final authority for the police throughout the whole of Britain, and of course he would be incurring considerable opposition from the provincial police if he were to

accede to the view of the London members. It would put him in a difficult position.

640. This lead for inspectors in London, that is definitely based on duties?—*Sergeant Murray*: It is based on duties and responsibilities.

641. Why have inspectors in the Metropolitan Force greater duties and responsibilities than those living in the provinces or in rural areas?—You might get the historical reasons in Desborough; but we have got Inspector Biggs who is the secretary of the Metropolitan inspectors, and I did ask him to come along hoping, if you wish some details as to the history of the thing, he might give you some information.—*Inspector Biggs*: As Mr. Murray says, this was introduced, and it has always been accepted by the succeeding Commissions that it should be so, and it appears to have been based on the fact that the patrolling inspector does have more constables and sergeants under his command in the Metropolitan Force than in the provincial forces. That was one of the yardsticks they used for basing their responsibilities. There has been the pressure of work in the Metropolis; everything is done on a much larger scale, as you will appreciate. It has always been accepted that for the eight hours they are on the pressure is more considerable.

Chairman: I think we have covered all the points we need to at this stage, and I would like to thank you for coming along today.—*Mr. Callaghan*: My last word is this; I am sure the Commission will not forget, in all the colourful controversies we have had about the London rate of pay, the major thing that we are concerned with is the level of the national rate of pay.

(The witnesses withdrew)

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Royal Commission on the Police

MINUTES OF EVIDENCE

3 (Part II) **4** (Part I)

Third Day, Tuesday, 26th April, 1960

Fourth Day, Wednesday, 27th April, 1960

WITNESSES

Superintendents' Association of
England & Wales

Association of Scottish
Police Superintendents



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MINUTES OF EVIDENCE
TAKEN BEFORE THE
Royal Commission on the Police

THIRD DAY (Part II)
FOURTH DAY (Part I)

Tuesday, 26th April, 1960
Wednesday, 27th April 1960

Present:

SIR HENRY WILLINK, Bt., M.C., Q.C. (*Chairman*)

MR. J. C. BURMAN	DR. J. W. MACFARLANE
LOBO GEDDES OF EPSOM, C.B.E.	MRS. M. A. RICHARDSON
DR. A. L. GOODHART, K.B.E., Q.C.	*SIR JAMES ROBERTSON, O.B.E.
MR. C. L. HALE, M.P.	MRS. K. RYDER RUNTON, C.B.E.
MR. J. G. S. HOBSON, O.B.E., T.D., Q.C., M.P.	JUDGE OWEN T. TEMPLE-MORRIS, Q.C.
SIR IAN JACOB, G.B.E., C.B.	SIR GEORGE TURNER, K.C.B., K.B.E.

MR. T. A. CRITCHLEY (*Secretary*)

MR. D. G. MACKAY (*Assistant Secretary*)

*3rd day only.

Memorandum of Evidence on the Fourth of the Commission's Terms of Reference
submitted by The Superintendents' Association of England and Wales
and
The Association of Scottish Police Superintendents

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The Police Council for Great Britain and its various Panels is now the accepted and responsible method of negotiation in relation to remuneration and conditions within the police service.

We assume, therefore, that recommendations or findings of this Royal Commission will subsequently be the subject of negotiation at Police Council for Great Britain level.

As this term of reference is of common interest we considered it to be expedient for the Superintendents' Association of England and Wales and the Scottish Superintendents' Association to submit joint evidence.

The evidence submitted hereafter expresses the considered views of both Associations.

INTRODUCTION

So far as possible the contents of this Memorandum have been confined to matters relating to the Fourth Term of Reference. In certain instances, however, it will be noted that some of the points raised are also relevant to the other Terms of Reference of the Royal Commission. In our view such matters have a direct bearing on pay and they must be stressed in our evidence.

Obviously, much is likely to be heard from all interested parties on the vital question of recruitment—particularly in relation to the quality of the recruit and shortage of suitable applicants for appointment. Superintendents feel they have a special part to play in this Inquiry as they, perhaps more than any other rank, are in a position to express opinions on these problems from their experience over a long period of years. We have, almost without exception, served in all the ranks from constable and can speak from actual experience of the major difficulties confronting the police service today.

It may be argued that Superintendents are biased in their views by the memory of their own era; but we have tried not to be. In any case, we are not biased by any allegiance to the present day entrants—for we do not represent them directly as an Association, neither do we have to justify having been responsible for their appointment except, possibly, in the Metropolitan Police.

We desire to avoid becoming too deeply involved in statistical factors and intend to confine our remarks to fundamental issues. We recognise, however, that statistics cannot be completely ignored.

Certain information is given later which we consider has a direct bearing on the problems under review, but our research has been confined generally to the forces which are represented on the Executive Committees of the two Superintendents' Associations.

RETROSPECTIVE SURVEY

1. Since the first World War, there have been two major Inquiries into the pay and conditions of the Police Service—The Desborough Committee in 1919 and the Oaksey Committee in 1949. In addition, a Royal Commission on Police Powers and Procedure submitted a report in 1929 and, whilst its functions did not concern pay and conditions, the Commission expressed strong views on the high standards expected from members of the police service.

2. Although the contents of these reports may be well known to members of the Commission we feel that special attention should be directed to the extracts shown in Appendices I, J, and K. At the risk of over-emphasising, we have taken the liberty of underlining some of the passages of the extracts which we feel are of special importance or upon which we desire to comment later in our evidence.

3. Although the Desborough Report falls short of many of the requirements of present day standards, it was, in 1919, an accurate assessment of the responsibilities and quality of the service personnel. So far as we are aware no one in authority has ever challenged the accuracy of the Report, but many have emphasised the importance of maintaining those high standards.

4. When assessing pay the Desborough Committee took account of certain advantages which were not shared by the ordinary worker (see Paragraph 33 of Appendix I). All these advantages were of great importance to a recruit joining the service between 1919 and 1939. The Desborough scales of pay were fixed at a level which placed a constable in his rightful place in the community; his job was secure throughout all the depressions of the 1920's and 1930's; he had the added privileges of a good pension scheme and paid holidays. Few other ordinary citizens enjoyed such advantages.

5. During those years the numbers leaving the Service, other than on pension, was extremely small. Vacancies in establishment were almost negligible—in fact lengthy waiting lists for appointment to the majority of forces were commonplace.

6. Under present day conditions security is no longer a major attraction to those joining the service. Provision is made for all workers in times of unemployment; almost without exception employees enjoy holidays with pay; State and private pension schemes are available to almost everyone. We would point out that many workers now enjoy distinct financial advantages over police personnel in the form of incentive bonuses; profit sharing schemes; private use of cars provided for business purposes; and other hidden emoluments.

7. We acknowledge that the provision of a house, or allowance in lieu thereof, is less common in other walks of life, but there are many reasons why full account should not be taken of this emolument. Houses are provided by the police authority for the great majority of men in County Forces and to an increasing extent in Cities and Boroughs. In such cases the men have to live where the authorities decide and they have no control over the size or type of house.

8. In rural areas particularly the houses are used as Stations for the convenience of the public, with consequent disruption to family life by frequent visits by the public for information and acceptance of telephone messages. Not only does the Constable have his off duty periods disturbed but, when on duty, his wife becomes an unpaid servant—dealing with callers and telephone messages in the absence of her husband.

9. He has no security of tenure and is liable to be moved at any time, often at great inconvenience to the rest of his family, with all the consequential disturbance to school life and other domestic arrangements. At the end of his service he is faced with the problem of finding somewhere to live. He is invariably forced to purchase a house at the existing high prices as the prospect of renting a local authority owned house, or other type of house, is extremely unlikely.

10. The Oaksey Committee in their Report (see Paragraph 19 of Appendix K) said:—

"we are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less."

In our view this is an understatement. It must be obvious that better educated and more highly trained men are now needed to meet the every increasing complexity of police work.

11. The Oaksey scales of pay in 1949 failed completely to meet the changed situation. The service had great hopes that the recommendations of the Oaksey Committee would place its members in the position they had previously enjoyed.

12. No doubt, the inadequacy of the award was conditioned by the national economic crisis prevailing at the time. The award was made in the light of the Government policy described in the White Paper on Personal Incomes, Costs and Prices as was stated in the Committee's Report (see Paragraph 66 of Appendix K). Coupled with this restriction, there was full employment in industry; the "welfare state" had arrived and practically everyone enjoyed the facility of holidays with pay. In short, the value of the earlier attractions of the police service had largely disappeared. (See final paragraph of Appendix K.)

13. We recognise that in the year following the implementation of the Oaksey Committee's recommendations for increased remuneration there was a slight improvement in recruitment and wastages were not so heavy. Unfortunately, this was of a temporary nature and, in our considered opinion, emphasised the complete inadequacy of the award.

14. Since 1949, there have been several pay increases, improved conditions of service; and slight relaxations of the personal restrictions placed upon members of the police service. Despite these changes there is still a dearth of suitable applicants. Men are leaving the service in increasing numbers—particularly early in their service for more remunerative or congenial employment.

15. Relationship with the general public is considered to have reached the stage when a Royal Commission is necessary to examine the problem.

16. Varying views have been, and will be, expressed on the difficulties of recruitment. Some will say that the pay is inadequate; some that the working conditions, i.e. irregular hours, shift, weekend, Bank Holiday workings, etc., are primarily the cause; and others that there is a reluctance to join a service which often places a member in conflict with his friends and acquaintances.

17. It will also be argued that so long as there is full employment nothing can be done to improve the present position. We think all these arguments may be well founded and that each has some important bearing on the difficulties now facing the police service.

18. Pay, of course, could easily be adjusted from time to time but a more realistic approach must be made by all concerned if adjustments in the pay structure are to be effective. All negotiations in recent years have, to a great extent, been conditioned by the Oaksey Report, and it is, indeed, unfortunate that the award made by them bore no relationship to the views they expressed on the increasing responsibilities and the higher standards of efficiency expected of the service (see paragraph 10, ante).

19. The same, however, cannot be said of working conditions in the service so far as irregular hours, shift, weekend, and Bank Holiday workings, etc., are concerned. These conditions present many problems. In 1955 the working week was reduced from 48 to 44 hours. It has been impossible in many forces to implement the reduction in weekly hours.

20. Owing to manpower shortages a large proportion (estimated at 40%) of the existing police personnel are still working the 48 hour week. Many of those forces who have instituted the 44 hour working week are, in fact, doing so at the expense of public safety. In some forces in England and Wales no appropriate increase in establishment has been made to cover the deficiencies created by the reduced working week.

21. The present trend in industry appears to be a further reduction in working hours on a five day basis. A 40 hour week in the police service would, no doubt, have some appeal to prospective candidates but this could not possibly be achieved unless more recruits are forthcoming and establishments increased.

22. So far as shift, weekend and Bank Holiday working, etc., are concerned, we are certain everyone with any knowledge of the requirements of the police service will appreciate that these cannot be avoided. These conditions, irksome though they be, are a necessity and accepted as an integral part of an efficient police service.

23. If the basic principle of police duty, i.e. protection of life and property, is to be maintained the present restrictions on the private lives of the members of the service must remain unaltered. From the institution of the police service the ideal protection for public and property alike has been a 24 hour-day beat coverage. Extended use of motor vehicles, wireless and other aids have been tried. Undoubtedly these aids have increased efficiency when superimposed upon beat patrol, but they are no substitute for the 24 hour beat coverage.

24. "Reluctance to join the service" is a human problem. This can be overcome by raising the status and quality of the policeman to such an extent that he would find pride and pleasure in public service. It is important that he should never be embarrassed or humiliated by a feeling of inferiority when dealing with members of the public.

25. We are convinced, after the most serious consideration, that the only positive step which can be taken to meet the difficulties we have expressed in Paragraph 16 (ante) is to improve the pay and career structure of the service. This must be done in such a way that not only is the member adequately paid for the duties he is performing but he must feel that he is being suitably compensated for all the irksome irritations to his domestic life.

We now desire to emphasise certain matters which we consider to be of vital importance.

ESTABLISHMENTS

26. Appendix 'A' gives details of the establishments of the 18 forces which are represented on our two Executive Committees. We consider these forces represent a good cross-section of large and small cities, boroughs and counties in England, Wales and Scotland and, in our view, give a reasonably general over-all picture.

27. It will be noted from Column 4 of Appendix 'A' that the number of actual vacancies is high in the larger forces—particularly those in industrial areas. To consider vacancies purely on numbers alone is, in our view, creating an erroneous

impression of the true position. We contend that a force with 200 vacancies in an establishment of 2,000 is, in effect, in no worse a position than a force with 10 vacancies in an establishment of 100.

28. In many forces no increase in establishment has yet been granted to compensate for the loss of manpower following the introduction of the 44 hour week. A reduction in the working week from 48 to 44 hours is equivalent to one-eleventh (or approximately 9%) of authorised force establishment—Column 5 of Appendix 'A' shows the approximate additional numbers required to meet this need in forces included in our survey.

29. It is also true to say that the majority of forces need further augmentation to cover—

- (a) the increasing duties due to traffic and other added responsibilities ;
- (b) large development areas ;
- (c) increased population ; and
- (d) spread of population for which no adequate provision has been made.

So far as is possible an estimate of these deficiencies is shown in Column 6 of Appendix 'A'.

30. Column 8 of Appendix 'A' gives the estimated percentage total deficiencies in each of the forces based upon the actual establishments in 1959. In our opinion this is a fairly accurate indication of the actual strength position. It will be noted from those percentages that many of the forces which show relatively small numerical deficiencies at present are, in fact, seriously undermanned. This clearly indicates that deficiencies are not confined to a few large conurbations only.

Employment of Civilians.

31. It is true there has been a considerable increase in the use of civilian manpower and within reasonable and sensible limits this can be justified. It would be inaccurate, however, to assume in all cases that civilians have been employed purely to replace policemen. In many cases, the increased establishment of civilians has been necessary to cope with the increased volume of office and clerical work, and the provision of personnel to man new departments such as wireless, communications and information rooms.

32. Even in those cases where civilians have been engaged to perform duties hitherto done by policemen, it cannot be assumed in each case that one civilian is the equivalent of one policeman. Civilian clerks invariably work a 5 or 5½ day week of 38 hours ; whereas police personnel have to cover evenings, nights, weekends and Bank Holidays. Furthermore, civilians do not, of course, provide a reserve strength for the performance of ordinary police duty.

33. We accept the wisdom of employing civilians on duties which do not require police powers and for which their previous training fits them. It must be stressed, however, that the police service has not benefited by the release of police officers for the performance of police duties to anything like the extent which the numbers of civilians now employed might, at first sight, imply. We would further express the view that it would be neither economic nor sound to attempt to make up police deficiencies by a further extension of the use of civilians.

WASTAGE

34. Probably more disturbing than the inadequacy of actual strengths is the colossal wastage which the service suffers each year. Table (i) of Appendix 'B' indicates how heavy the wastage has been over the past five years. Before the war comparatively few men left the service otherwise than on pension and, in our view, this clearly indicates the present rates of remuneration are totally inadequate.

35. Men have little difficulty in obtaining employment in other trades or professions which is more remunerative and under conditions which are less irksome than those of the police service. Under these circumstances it is understandable why men leave the service and they are prepared to sacrifice pension rights and prospects of advancement within the service.

36. The training and fitting of men for service is extremely costly and experience shows, unfortunately, that a proportion of those constables who leave in the earlier years of their service are potential candidates for higher ranks. What is more the service is steadily being denuded of its more experienced men.

37. To qualify for full pension, i.e. $\frac{2}{3}$ of average pensionable pay a member must complete 30 years pensionable service. Table (ii) of Appendix 'B' reveals that many members are leaving the service after the completion of between 25 and 29 years' service.

38. We are convinced that in the majority of cases they retire—not because they have lost their interest in police work—purely for economic reasons. With sufficiently high pay we are sure that many of these older men would hesitate to leave the job they really enjoy. We are not alone in these thoughts, and in support of this we quote an expression of opinion reported in the "Police Review"—issue 1st January, 1960:—

"LOSS TO INDUSTRY"

The Coventry City Force has lost all its senior officers except the Chief Constable to industry during the past six months. This was stated by Councillor A. J. Waugh, the chairman of the Watch Committee, in a press interview during which he welcomed the appointment of the Royal Commission. Had it been allowed, he added, they would have paid the officers more to stay, because the steady drain to industry was most serious."

39. Table (iv) of Appendix 'B' gives a summary of the wastage of personnel for the years 1955 to 1959, inclusive. It will be seen that in this period of 5 years percentages of between 21% and 42% of the 1959 actual strength of the 18 forces have left the service. If this position continues in the future the number of really experienced men remaining in the service will be very small indeed.

Statistics for the whole of England and Wales show that the national wastage over these years is 30.5%.

40. Table (v) of Appendix 'B' shows the reasons given by those men who resigned their appointment before the completion of 25 years' service. Given below, expressed in percentages, is a summary of those reasons:—

More remuneration or better post	...	41%
Dislike of shift-working or police work	...	19%
Domestic reasons	...	11%
Lack of promotion prospects	...	—
Housing difficulties	...	—
Emigration	...	7%
Health	...	1%
Returned to H.M. Forces	...	1%
Discipline	...	5%
Transferred to other forces	...	10%
Probationers services dispensed with	...	5%
Not known	...	—

RECRUITMENT

41. Deficiencies in manpower and wastage presents a serious problem; but Superintendents are equally concerned about the quality of the men being recruited.

Educational Qualifications

42. Between the two wars recruiting presented very little difficulty. There was widespread unemployment and police pay compared more than favourably with many other professions and craftsmen in industry. Many young men with high standards of educational attainment were unable to find situations in their chosen careers.

43. In consequence they made application for appointment in the police service. This created a competitive element for comparatively few vacancies and Chief Constables were able to select the very best men.

44. During the 1930's it frequently happened that twenty or thirty candidates sat the entrance examination to fill one solitary vacancy. Unless a candidate could complete papers showing a result of almost 100% in all educational tests he could entertain little hope of appointment.

45. The position is very different to-day. Firstly, the number of applicants having academic attainments, or from persons holding professional qualifications, is very low. The great majority of applicants are young men who, despite better opportunities under the modern education system, have failed to achieve the desired standard of education (see Appendix 'C'). Consequently, only very few of these applicants measure up to the standard required in the police service.

46. In many forces educational standards have, by force of circumstances, been lowered in order to meet the desperate need for recruits. We know this statement may be challenged but we are convinced it is generally true. The lowering of the educational standard is apparent in the preparation of their police reports. This contention is further borne out by the comparatively low percentage of men who are now successful in the promotion qualifying examinations, despite the increased facilities for instruction at force level. Many forces arrange instruction in the form of force lectures which are designed to assist the candidates in their studies for the promotion qualifying examinations.

47. The opinions expressed in paragraphs 42 to 46 are, we feel, substantiated by the following examples:—

Yorkshire (East Riding)

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	64	49	44	32	38	32	44
Total number appointed	6	9	20	22	16	13	15
Percentage of applicants appointed	9%	18%	45%	69%	42%	41%	34%

Sheffield City

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	541	469	87	148	127	172	223
Total number appointed	35	33	54	60	67	72	86
Percentage of applicants appointed	6%	7%	62%	41%	53%	42%	39%

Inverness County

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	No Record	48	18	13	10	12	11
Total number appointed	No Record	5	9	6	5	5	4
Percentage of applicants appointed	No Record	10%	50%	46%	50%	42%	36%

Glasgow City

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	No Record	2094	523	564	459	1047	927
Total number appointed	No Record	147	112	136	88	177	197
Percentage of applicants appointed	No Record	7%	21%	24%	19%	17%	21%

Metropolitan Police

	1929	1938	1955	1956	1957	1958	1959
Application forms submitted to join the Force	No Record	No Record	3589	3307	2716	3034	3047
Total number appointed	1268	832	1383	1758	1575	1377	1345
Percentage of applicants appointed	—	—	39%	53%	58%	45%	44%

We are convinced if a case study was made of all forces a similar position would be revealed.

Physical Qualifications

48. We should be failing in our duty if we did not express concern about the lowering of physical standards. Before the war the accepted height standard for most forces was 5'-10"—in fact many insisted on 5'-11" and 6'-0". At the present time forces are recruiting men at 5'-8" and 5'-9" in considerable numbers—particularly the larger forces.

49. It is readily agreed that many years ago much emphasis was placed upon physique—particularly the height standard. However, in more recent times greater reliance has been placed upon good education and intelligence and less on physique. We feel that whilst intelligence and courage can play a great part, a policeman of good physique has an immediate psychological advantage. There is no doubt at all that a return to the higher standard of physique would have a beneficial effect in every way.

50. As is the case with so many other trends in this modern age, we feel that we have, possibly, gone too far to the extreme with regard to physical standards.

Age on appointment

51. There is an increasing tendency to appoint men at 19 years of age and we doubt whether this trend is in the best interests of the service. Before 1939 recruits were seldom appointed below the age of 21 years. Our research revealed the average age on appointment was 22/23 years. In those days recruits had left school between the ages of 14/16 years and had benefited by several years' experience either in the Armed Forces or in other occupations. During the years between leaving school and appointment they had the opportunity of broadening their outlook and, thereby, becoming more mature.

52. Those men who were appointed immediately after the 1939/45 war had, almost without exception, served in the Armed Forces and were, in consequence, mature in their outlook. They were accustomed to wearing uniform and, generally, were level-headed, confident young men. At that time industry was not sufficiently harnessed for the change to peace-time production and was unable to absorb them. In consequence there were more men of the required standard available for recruitment in the police service.

53. This is not so to-day. National Service has ceased and young men are being appointed at the age of 19 years—in some cases direct from school. Reports by senior officers frequently express the view that the younger constables are "too boyish"; "immature"; or "lacking in confidence".

54. We appreciate these comments are not all-embracing and there is a place in the service for younger men provided they are of the best quality and carefully selected. We are, however, firmly convinced that the most suitable recruits are to be found in the 21/23 years' group and the intake at 19 years of age should be restricted.

55. Much of the Commission's time will be spent, at a later stage, in examining the relationship between the police and the public. Whilst we do not subscribe to the view that there has been any serious deterioration in these relationships we consider it is extremely important that the police should command the respect of the public. It is perhaps a natural and human reaction for individuals to resent being taken to task in respect of contraventions of the law where such breaches are of a minor nature, but we feel the resentment is felt even more keenly when the policeman concerned appears to be young and unworldly.

56. We think consideration might be given to reducing the maximum age on recruitment from 30 to 25 years. Experience has shown that invariably men appointed over the age of 25 years are married and, in many cases, have heavy financial responsibilities to face whilst on the lowest salary scales. If such men remain in the lower rank performing foot patrol duty they find some difficulty in meeting the physical demands in the later years of their service.

57. Some years ago it was possible to find more sheltered jobs in the service for the older men; but with the advent of civilianisation these opportunities are no longer available. Further, men recruited over 25 years of age cannot complete the requisite service for full pension without exceeding the statutory age limit.

Police Cadets

58. The use of the cadet system as a main source of recruitment is a controversial subject. Of the total recruitments into the police service in 1959 over 27% of the intake were formerly cadets. To recruit boys direct from school and give them a grounding in police work before appointment to the regular force has much merit and is an attractive proposition. We feel, however, that the pay and training should be attractive enough to encourage only the best to apply for cadetship and that only a very limited number of cadets should be recruited to forces. There are disadvantages in this scheme and we would particularly direct your attention to our observations in paragraphs 51 to 54.

Character

59. High moral standards are as important if not more important than other essential qualifications. In fairness to present day recruits it would be wrong to attempt comparisons with their pre-war colleagues. In our opinion integrity transcends all other attributes of a policeman and complete loyalty to the service and the public at large is essential. On and off duty; under the greatest provocation; and in all circumstances, a policeman must maintain exemplary conduct. In recent years too little regard has been paid to the "quality of the man" and it is imperative that this Commission should give the greatest consideration to these aspects of a policeman's character.

60. The general attitude towards "service to the community" has changed considerably in all walks of life. Nevertheless it remains a basic fact that a man cannot be a good policeman unless he possesses this spirit of service when he is appointed or, at least, develops it in his earlier years of service.

Service Conditions

61. A policeman must be prepared to perform shift work with hazards to his health; the moments of physical danger; the interruption of domestic routine; the strictest of personal standards off duty; and the even stricter control of personal feelings on duty. These are exacting conditions which every potential recruit must face and overcome if he is to be of use to the service and public at large.

CONCLUSIONS ON RECRUITMENT

62. If the service is to maintain its high standards of efficiency it must attract more recruits with:-

- (i) an improved standard of education;
- (ii) better physical standards;
- (iii) maturity and balanced judgment;
- (iv) impeccable character; and
- (v) no objection to shift working with all its inconveniences and dangers to health.

Many walks of life demand one or more of these qualities but few, if any, demand them all. In fact, relatively few people possess all these qualities. It necessarily follows that a comparatively small proportion of the applicants can be accepted.

63. To recruit men of a reasonable standard of education at, say, 21 - 23 years of age is in itself not easy. Many have already entered other professions or occupations where they have undergone training which fits them for their chosen employment. It is necessary, therefore, to attract them from their present occupations.

64. Of course, there are a few who have always wanted to be policemen and would, in any case, enter the service at the right time ; but, in the main, it is imperative the police service should offer pay and prospects not merely equal to those in other employments, but very much higher if men are to be induced to change from their chosen career.

DUTIES AND RESPONSIBILITIES

65. There is no need for us to dwell upon the basic duties and responsibilities of the police. These were outlined by the Desborough Committee ; the 1929 Royal Commission and the Oaksey Committee. They are, indeed, multifarious and heavy ; continually increasing ; and quite incomparable with any other walk of life. The powers placed in the hands of a Constable are so great that only the very best type of individual should be entrusted with the responsibilities and onerous duties of a police officer.

66. Appendices "D" to "G" give comparative figures for the years 1939, 1949 and 1959 in respect of :-

- (a) beat coverage ;
- (b) crime ;
- (c) motoring offences ; and
- (d) road accidents.

Beat Coverage

67. It will be observed from Appendix "D" that the general picture is one of lowering beat coverage. There are two main reasons for this :-

- (i) vacancies in the forces ; and
- (ii) the development of various "aids" to meet modern conditions.

Many forces have been compelled to augment their Criminal Investigation and Traffic Departments. Other specialised duties, i.e., wireless, photography, and dog sections, have taken more and more men from beat duties. All these branches though vitally important to the service are only valuable as an "aid" to and not a substitute for beat patrol.

68. In very few forces has an additional establishment been obtained to cover all these contingences. Beat coverage has, of necessity, suffered in consequence. It is not only imperative that the existing vacancies should be filled ; but also that the existing authorised establishments should be augmented to meet the increasing demands on manpower. It is fully appreciated that in those forces which are below their present authorised establishment beat cover cannot be maintained at an adequate level.

69. As senior officers responsible to a great degree for the protection of the public and property, we feel that the present protection afforded is dangerously

low. The figures shewn in Appendix "D" confirm this view. In almost every case - particularly in England and Wales - the position of fewer men on the beat is revealed.

70. We quote from the 1952 Report of the Commissioner of Police of the Metropolis :—

"The manpower position is really far more serious than the overall percentage shortage would suggest, for when other duties have been provided for, and they have increased greatly in recent years, it is in the men available for beat and patrol duty that the shortage is really felt. Whereas in 1931, 87.6% of the men required for beat and patrol duty were available, the percentage available last year was only 44.6%. Meanwhile the areas requiring detailed supervision have increased enormously, as a result of the greater spread of population in the Metropolitan Police District. Whole new towns have grown up and over 1,000 extra miles of road have to be patrolled. It is not surprising, therefore, that the complaint is often heard, especially in the outer suburbs: 'We never see a constable'. Much police work goes unseen, but it is certainly true that the number of men available is insufficient to deal adequately either with crime or traffic."

71. The position in the Metropolis was not dissimilar throughout the country as is evidenced by the following quotation from Her Majesty's Inspectors of Constabulary Report in 1953 :—

"The police record of detections for these preventable crimes, and the number of crimes in these classes, would no doubt improve if more of the police forces could fill the vacancies in their establishments and more of the uniformed police were made available for patrolling areas which continue to receive less police supervision than their vulnerability deserves. There is no doubt about the importance to such areas of having uniformed constables who are trained, vigilant and conscientious in their duties, and who with sound local knowledge secure the support of law-abiding persons in the duty of protecting and safeguarding life and property. These factors cannot be measured by statistical analysis....."

Crime

72. Appendix "E" clearly shows the appalling increase in crimes committed. Since 1938 crime has increased by 121%. Offences against the person with violence and sexual offences have increased enormously. The numbers of members of the service killed and injured on duty is increasing each year.

73. The importance of achieving a high percentage of crime detection cannot be minimised but one of the primary objects of policing is the prevention of crime and this cannot be achieved unless more men are available for beat duty.

Motoring Offences and Road Accidents

74. Appendices "F" and "G" give details of motoring offences and road accidents. Both are increasing in numbers year by year and even more effective control will be necessary before any improvement can be expected.

75. It is not our intention, at this juncture, to express views on the possible introduction of Traffic Wardens. We would, however, make this one observation — the introduction of personnel merely to control the parking of vehicles will not reduce, in any way, the over-all responsibilities of the police in connection with traffic and road safety.

RESPONSIBILITIES OF SUPERINTENDENTS

76. So far our comments have been confined to matters which affect the service as a whole and the Constable in particular. We would acknowledge that basically every member of a Police Force — Constable and Chief Constable alike — has the same general powers. Responsibilities do, of course, vary according to rank.

77. We feel it incumbent upon us, in fairness to the Associations we represent, to bring to your notice the heavy burden which is placed upon each and every Superintendent. Almost without exception, Superintendents have risen in the service from the rank of Constable. As a rank we appreciate the difficulties and problems of those who serve under us and we acknowledge that it is our duty to help and encourage them in every possible way. We are also aware of the difficulties of trying to maintain efficient policing with manpower deficiencies and with the increasing infiltration of recruits not commensurate with the high standards required. We act as a "buffer" between the subordinate ranks, Chief Police Officers, and the public.

78. Superintendents have a 24 hour responsibility for seven days a week. We must emphasise that this is not a notional responsibility — it is positive and regular. In most cases these responsibilities are both administrative and operational. Matters requiring high level attention and decisions continually arise without regard to day or night, weekends or Bank Holidays.

79. It is true, generally, that a Superintendent is entitled to 60 days leave each year. His entitlement does not include a weekly rest day. In fact, a Superintendent is much worse off than a Constable in respect of leave. We accept this as an inevitable part of our responsibilities but, at the same time, we consider some recognition should be given to our special position. Similar working conditions are not, generally, experienced in the Civil Service, Local Government Service or in Industrial life.

STATUS AND PAY STRUCTURE

80. Difficulty obviously arises in deciding what is the proper status of the police and how their remuneration could be allied to any other national pay structure. No doubt economic factors will be placed before you by all parties affected by an issue which involves increased expenditure. We prefer to approach the problem, as responsible senior officers, in a more ordinary way — more perhaps by intuition than economic factors.

81. Quite apart from any economic reward the police service is a worth while and interesting career. If the right people can be attracted to the service we believe they will, in due time, feel as we do. It is important to captivate the "spirit of service to the community"; and to achieve this we must have men of quality.

82. As stated earlier five basic qualities must be sought in every recruit, i.e.:—

- (i) an improved standard of education
- (ii) better physical standards ;
- (iii) maturity and balanced judgment ;
- (iv) impeccable character ; and
- (v) no objection to shift working with all its inconveniences and dangers to health.

83. We believe that some senior officers, whilst agreeing in principle with our views, may say that the need for "manning-up" is of paramount importance and the service cannot, as a matter of urgency, improve the standards of recruits immediately. We say emphatically that no short term, make-shift arrangements are good enough. Now is the appropriate time to set higher standards.

84. If increased pay is the major factor in achieving these aims (and we contend that it is), then the community must be prepared to pay for the police service to which it is entitled and deserves.

85. Unless serious regard is given to these factors immediately we shall eventually be faced with the difficulty of finding suitably qualified men for promotion. In order to attract the right type of recruit at, say, 21/23 years' of age, it is necessary for the pay and prospects to be such that the young man will be induced to leave the career upon which he has already embarked.

86. Not only must the initial pay be relatively high—there should also be the career attraction. The service must produce its own officers—there must be no "short-cut" to the higher ranks. We are firmly convinced if the standard of the entrants is improved there could be no suggestion of the service being incapable of producing the men who will eventually, with distinction, hold the highest ranks in the service.

87. The status of constables must be raised considerably. He must be made to feel that he is equal, and certainly not inferior, to anyone with whom he comes in contact in his everyday life. The standards of pay and status set by the Desborough Committee were considered to be adequate and proper in 1919. The police service must return to these standards, suitably adjusted to take into account changed relativities since that time.

88. A constable's scale of pay should be such that he is content to serve in that rank throughout his service if—

- (a) he fails to obtain promotion ; or
- (b) he has no wish to assume greater responsibilities which promotion brings in its train.

89. We think it necessary to make only passing reference to the Debate in the House of Lords on Wednesday, 27th January, 1960. Members of the House were unanimous in their views that a major review and considerable improvement in the scales of police pay was desperately urgent. These sentiments have since been re-iterated in the Press, by police authorities and the public. In his reply to the House of Lords Debate the Lord Chancellor is reported as having said that—"every effort was being made to persuade people to join the Police"

90. In our view, "persuasion" should not be used. Police work is such that you either like it or you don't. One of the chief causes of wastage in the early years of service is undoubtedly due to the fact that it is only after men have joined the service they realise the full implications of police work, with all its hazards and disruption to family life. This opinion is confirmed by Table (v) of Appendix 'B' which shows that in 1959 30% of the wastage was due to dislike of shift working or domestic reasons.

91. To encourage people to join without pointing out these disadvantages is merely deception. The pay must be such that after having pointed out the drawbacks, a young man still wishes to join and, after experiencing the drawbacks, will still be content to serve.

92. On the question of "career" structure, we realise that promotion in the police service is, on the whole, a slow process ; and the opportunity to reach the highest ranks is limited. Senior officers place the greatest emphasis on experience. Unlike many professions, it is essential for all senior officers not only to pass through the various ranks of the service, but to prove their ability in each rank they hold.

93. It is important that the pay for the rank of Constable and above should be so arranged that it is attractive enough for men to remain in the service and fit themselves for promotion. This can be encouraged by returning to the Desborough Committee differentials in pay.

94. Experience in all the lower ranks of the service is so important that the more senior ranks of Superintendent and Chief Officer are unlikely to be reached before the age of 40/45 years. In industry and many other professions academic ability alone can take people to the higher posts at a very much earlier age and this must be acknowledged as a difficulty peculiar to the police service.

CONCLUSIONS

95. In arriving at our recommendations (which are detailed in paragraph 106) we have tried to evolve a scale of pay which will restore the Constable to the position he enjoyed immediately following the Desborough Report, suitably adjusted to take account of changed conditions. We consider that an improvement of 40-45% on a Constable's present pay is necessary to achieve this.

96. One of the most serious difficulties is wastage of manpower; and the greatest cause is the remunerative attraction of other employment (see Table (v) of Appendix 'B'). If we are to halt this particular cause of wastage, police pay must be improved by such an amount that it will remain immune from the effects of ordinary and regular increases in industrial wages.

97. We have seriously considered whether it would be wise to give a lower percentage increase on appointment. If our views are accepted that the general quality of present day recruits is too low and that a better standard of recruit should be sought, then it follows that the pay on entry to the service must be attractive enough to encourage suitable men to join.

98. Our conclusions are that a 43% increase on a Constable's present pay at minimum and maximum would restore the Desborough Committee standards. An improved salary scale of this amount would, we are certain, reduce wastages, other than on pension, to the absolute minimum and attract to the service the type of men we are desirous of recruiting.

99. We have also given much thought to the length of the incremental scale, which at present extends over 9 years. It is only natural to assume that if some of the increments were given in the later years of service they would be an inducement for the older and more experienced men to remain in the service. We do not think this is necessarily so. If an appreciable amount of any pay increase is granted in the later years of service it necessarily follows the increase in the earlier years of service will be correspondingly reduced.

100. Our view is that a rate of pay reaching its maximum in the earlier years of service is far more likely to retain men. Statistics show that over the past six years voluntary resignations from men between 1 and 10 years service constitute over 94% of the total voluntary wastage, other than on pension. We think it would be unwise to assume that an increment of, say, £50 or £100 a year at 25 years' service, is likely to have any serious influence on a man's mind when he is trying to decide whether to retire at 25 years service and take another job as opposed to staying in the service to get the benefit of the increment on his pension.

101. We have come to the conclusion that the present 9 years incremental scale is about right as a Constable receives his maximum salary when his family commitments are usually the heaviest. If he gets through this difficult period with adequate pay, he is much more likely to stay in the service.

102. The intangible assets which accrue from an efficient police force are of enormous economic value to the community. The free flow of traffic can reduce transport costs by millions of pounds. The cost of crime and lawlessness cannot be properly estimated but the economic loss to the community is considerable. If the police service were to become really inefficient it is difficult to imagine how serious the national situation could become in an extremely short time.

103. It can be said that a little more crime and increased traffic are matters of interest but not of national importance. When all these problems are taken together and added to the preservation of the Queen's Peace in its widest sense, the maintenance of an efficient police service becomes a matter of paramount importance. Just as the National Health Service caters for the physical health of the nation so the police service has the responsibility for the maintenance of law and order and the uplifting of integrity and general standards of behaviour of the community.

104. As senior police officers we urge that the most serious consideration be given to our recommendations. It may be argued that some of the matters we have raised with regard to promotion prospects; the standard of physique and education; and their effects on the relationship with the public are irrelevant to the issue of pay.

In our considered submission, if these matters are not taken into account now, the Commission will fail to achieve its object, and before long the whole question of remuneration will have to be examined again.

105. Anything short of the pay structure we have suggested will, we feel confident, fail to attract and retain the right type of man in the police service. Indeed, we realise that the suggestions we have made may themselves fall short of the requirements in certain industrial areas in particular, but they will go a long way towards meeting the present urgent needs of the service.

RECOMMENDATIONS

106. Our recommendations are summarised below:—

(i) Pay

An increase of 43% on Constables pay at minimum and maximum; with the restoration of Desborough differentials for the higher ranks. (For details please see Appendix 'H').

(ii) Constables Incremental Scale

The present incremental scale for Constables, i.e., rising to maximum scale after 9 years, is satisfactory. To extend it into the later years of service would in our view, defeat the purpose and desired effect of a substantial pay increase.

(iii) Qualification for Promotion

We recommend that a constable should be granted two accelerated increments automatically on qualifying for promotion—the first to be granted immediately on qualification and the second one year later.

(iv) **Promotion**

We recommend that consideration be given to a review of the number of supervisory ranks. We consider that increased numbers could be justified and this would, to some extent, ease the problems of promotion.

(v) **Pay Award—Date of**

As a re-assessment of this kind has been necessary for a number of years we recommend that any pay award should have considerable retrospective effect.

(vi) **Pension Rights**

Prior to the Oaksey Committee award police pensions were based upon actual pay at the date of retirement. Now, however, pensions are based on the average pensionable pay of the last three years of service.

This pay award is long overdue. We consider that, in fairness to those who have remained loyal to the service and borne the strain of these difficult years of manpower deficiencies and increased responsibilities, some concession should be given. We recommend that the averaging clause should be waived for three years in respect of any member who is compulsorily retired within 3 years of any increase coming into effect if he is retired either:—

(a) on account of age;

(b) on the grounds of efficiency of the service (Regulation 52 of the Police Pensions Regulations, 1955), or

(c) on the grounds of ill-health.

(vii) **Exchequer Grant**

Whilst we fully appreciate this is primarily the direct concern of central and local government we think consideration might be given to approved police expenditure attracting a larger grant from the Exchequer than at present.

Past experience has been that generally the Local Authorities' Associations have sympathetically received representations for improved service conditions. They have recognised the need for improvement in both pay and working conditions but, unfortunately for the service, they must have due regard to the increasing financial burden upon the people they represent. In making this suggestion we take into account that police duties are becoming more national and less local in character.

(viii) **Future Pay Structure**

We recommend that a scheme be introduced which will ensure that police pay will be regularly reviewed and adjusted automatically through the existing machinery of the Police Council for Great Britain.

Establishments, vacancies and estimated deficiencies

Force 1	VACANCIES					% Deficiency on 1959 actual strength 8
	Authorised Establishment 1959 2	Actual Establishment 1959 3	Actual 4	Estimated for 44-hour week 5	Estimated for other causes 6	Total estimated deficiencies 7
England and Wales						
Essex	1,263	1,205	58	114	301	473
Gloucestershire	1,011	1,004	7	46	68	121
Northamptonshire	372	349	23	11	42	76
Yorkshire (E.R.)	304	289	15	27	30	72
Birmingham	2,066	1,831	235	186	68	489
Cambridge	155	154	1	14	11	26
Liverpool	2,356	1,898	458	212	under consideration	17%
Sheffield	764	694	70	69	71	35%*
Southport	169	156	13	—	15	30%
City of London	967	685	282	87	not known	18%
Metropolitan	19,567	16,909	2,658	1,761	not known	54%*
						26%*
Scotland						
Argyllshire	109	103	6	5	not known	11%*
Fife	478	466	12	—	159	37%
Inverness-shire	90	90	—	—	8	9%
Perthshire	475	469	6	4	46	12%
Perthshire & Kinross-shire	136	130	6	—	8	11%
Edinburgh	1,004	973	31	10	46	9%
Glasgow	2,549	2,363	186	10	390	25%

* Indicates no allowance made for Column 6.

APPENDIX "B"

Table (i)
WASTAGE

Number of men who left the service with under 25 years service, i.e., without a pension.

Force	1955	1956	1957	1958	1959	For five years	
						Total	Percentage of actual strength at 1959
England and Wales							
Essex	46	30	51	54	55	236	20%
Glamorgan	41	33	30	25	27	156	15%
Northamptonshire	9	12	7	3	8	39	11%
Yorkshire (E.R.)	8	7	4	7	18	44	15%
Birmingham	80	53	56	39	61	289	16%
Cambridge	4	2	2	2	3	13	9%
Liverpool	80	63	65	55	41	304	16%
Sheffield	51	26	39	29	32	177	26%
Southport	12	4	6	11	6	39	25%
Metropolitan	632	500	643	527	522	2,824	17%
City of London	33	21	19	18	26	117	17%
Scotland							
Argyllshire	1	—	8	6	5	20	19%
Fife	12	12	20	25	13	82	18%
Inverness-shire	3	3	2	4	1	13	14%
Lanarkshire	8	9	16	9	16	58	12%
Perthshire & Kinross-shire	3	5	6	4	3	21	16%
Edinburgh	14	29	38	28	38	147	15%
Glasgow	54	44	62	36	44	240	10%

APPENDIX "B"

Table (ii)
WASTAGE

Number of men who left the service with medical pension or on pension between 25 and 29 years, i.e. without a full pension.

Force	1955	1956	1957	1958	1959	For five years	
						Total	Percentage of actual strength at 1959
England and Wales							
Essex	16	7	4	18	17	62	5%
Glamorgan	10	3	10	4	9	36	4%
Northamptonshire	4	4	4	6	3	21	6%
Yorkshire (E.R.)	5	2	2	1	1	11	4%
Birmingham*							
Cambridge	4	1	4	1	6	16	10%
Liverpool	34	6	15	8	16	79	4%
Sheffield	21	14	10	13	13	71	10%
Southport	3	1	—	—	4	8	5%
Metropolitan	731	454	389	311	262	2,147	13%
City of London	27	19	1	7	6	60	9%
Scotland							
Argyllshire	1	—	—	—	—	1	1%
Fife	6	—	—	1	1	8	1%
Inverness-shire	—	—	—	—	1	1	1%
Lanarkshire	1	3	7	7	1	19	4%
Perthshire & Kinross-shire	1	—	—	1	—	2	2%
Edinburgh	13	9	6	8	2	38	4%
Glasgow	20	18	9	19	18	84	4%

* Included in Table (iii)

APPENDIX " B "

Table (iii)
WASTAGE

Number of men who left the service with 30 or more years service, i.e. with a full pension.

Force	1955	1956	1957	1958	1959	For five years	
						Total	Percentage of actual strength at 1939
England and Wales							
Essex	8	3	6	11	20	48	4%
Glamorgan	10	17	11	18	7	63	6%
Northamptonshire	5	4	1	4	5	19	6%
Yorkshire (E.R.)	6	3	5	10	5	29	10%
Birmingham*	47	29	31	58	44	209	11%
Cambridge	2	—	1	—	—	3	2%
Liverpool	36	26	33	46	33	174	9%
Sheffield	9	3	9	13	11	45	6%
Southport	1	2	2	1	1	7	5%
Metropolitan	188	151	136	241	257	973	6%
City of London	9	7	8	16	15	55	8%
Scotland							
Argyllshire	1	4	—	1	3	9	9%
Fife	18	7	7	6	4	42	9%
Inverness-shire	1	2	3	—	1	7	8%
Lanarkshire	14	5	12	8	4	43	10%
Perthshire & Kinross-shire	3	1	4	—	2	10	7%
Edinburgh	16	11	17	12	10	66	7%
Glasgow	42	29	32	57	60	220	9%

* These figures include Table (ii)

APPENDIX "B"

Table (iv)
WASTAGE

Summary of men who left the service under Tables (i), (ii) and (iii)

Force	1955	1956	1957	1958	1959	Total for five years	Percentage leaving on actual strength at 1959
England and Wales							
Essex	70	40	61	83	92	346	29%
Glamorgan	61	53	51	47	43	255	25%
Northamptonshire	18	20	12	13	16	79	23%
Yorkshire (E.R.)	19	12	11	18	24	84	29%
Birmingham	127	82	87	97	105	498	27%
Cambridge	10	3	7	3	9	32	21%
Liverpool	150	95	113	109	90	557	29%
Sheffield	81	43	58	55	56	293	42%
Southport	16	7	8	12	11	54	35%
Metropolitan	1,632	1,132	1,195	1,107	1,071	6,137	36%
City of London	69	47	28	41	47	232	34%
Scotland							
Argyllshire	3	4	8	7	8	30	29%
Fife	36	19	27	32	18	132	28%
Inverness-shire	4	5	5	4	3	21	23%
Lanarkshire	23	17	35	24	21	120	26%
Perthshire & Kinross-shire	7	6	10	5	5	33	25%
Edinburgh	43	49	61	48	50	251	26%
Glasgow	116	91	103	112	122	544	23%

APPENDIX "B"

Table (v)
WASTAGE

Reasons for men leaving without pensions in 1959

Force	More remuneration or better post	Dislike of shift work or police work	Domestic reasons	Lack of promotion prospects	Housing difficulties	Emigration	Health	Returned to H.M. Forces	Discipline	To other Forces	Probationers dispensed with	Not known	TOTAL
England and Wales													
Essex	17	17	9	—	—	4	—	—	1	1	6	—	55
Glamorgan	9	5	6	—	—	3	—	—	3	—	1	—	27
Northamptonshire	1	5	1	—	—	—	—	—	—	—	—	—	8
Yorkshire (E.R.)	10	2	3	—	—	2	—	—	—	—	—	1	18
Birmingham	21	17	11	—	1	3	2	1	—	—	5	—	61
Cambridge	2	—	—	—	—	—	—	—	1	—	—	—	3
Liverpool	8	3	2	—	—	6	2	—	9	4	6	1	41
Sheffield	8	15	3	1	—	—	—	—	—	—	3	2	32
Southport	—	1	2	1	—	—	—	—	2	—	—	—	6
Metropolitan	211	104	57	—	4	35	—	7	18	79	7	—	522
City of London	14	—	1	—	—	—	3	—	1	4	3	—	26
Scotland													
Argyllshire	—	—	—	—	—	1	—	—	3	—	1	—	5
Fife	7	4	—	—	—	—	—	—	2	—	—	—	13
Inverness-shire	1	—	—	—	—	—	—	—	—	—	—	—	1
Lanarkshire	9	1	3	—	—	—	—	—	—	—	3	—	16
Perthshire & Kinross-shire	—	1	—	—	—	2	—	—	—	—	—	—	3
Edinburgh	26	—	1	—	—	—	—	2	2	—	7	—	38
Glasgow	30	—	5	—	—	7	—	—	2	—	—	—	44
Totals	374	175	104	2	5	63	7	10	44	88	43	4	919
Percentage of total	41	19	11	—	—	7	1	1	5	10	5	—	100%

APPENDIX "C"

Educational standard of recruits appointed in 1959

	Number of applications received	Number of men appointed	Number of men with 'O' level G.C.E.		Number with no particular educational qualifications	Number who were former Cadets
			1—3 Passes	4 or more Passes		
England and Wales						
Essex	615	118		Not known		25
Glamorgan	364	95	15	12	68	12
Northamptonshire	94	20	5	4	11	11
Yorkshire (E.R.)	160	15	5	2	8	6
Birmingham	678	139		Not known		61
Cambridge	69	9	1	1	7	1
Liverpool	923	139	24 at "O" level		113	43
			2 at "A" level			
Sheffield	442	86	13	9	64	10
Southport	53	9	2	—	7	—
Metropolitan	4,812	1,345	136 with 5 or more at "O" level		Not known	423

APPENDIX "D"

Beat Coverage

The Table below gives the percentage of the Actual Force Establishment engaged on Beat Coverage only.

Force	1938	1947	1959
	%	%	%
England and Wales	—	—	—
Essex*	63.6	54.9	52.4
Glamorgan	82.0	77.0	70.0
Northamptonshire	57.6	48.9	45.2
Yorkshire (E.R.)	—	—	—
Birmingham*	78.0	65.0	67.0
Cambridge	72.6	67.0	65.3
Liverpool	47.57	35.83	41.64
Sheffield	75.0	63.0	75.0
Southport	—	—	—
Metropolitan*	—	—	—
Scotland	—	—	—
Argyllshire	77.0	75.0	73.6
Fife*	—	—	—
Inverness-shire	80.4	72.7	61.1
Lanarkshire*	—	—	—
Perthshire & Kinross-shire	83.0	75.0	69.0
Edinburgh	58.0	57.8	61.8
Glasgow*	—	—	—

* Denotes not available.

APPENDIX "E"

CRIME

Indictable offences known to the Police

(i) Selected Forces

Force	1939	1949	1959
England and Wales			
Essex	6,730	13,610	21,045
Glamorgan	2,769	5,846	9,899
Northamptonshire	1,012	1,440	2,628
Yorkshire (E.R.)	504	1,983	2,803
Birmingham*	7,819	11,820	18,524
Cambridge	862	903	3,205
Liverpool	16,505	19,954	21,817
Sheffield	5,231	5,461	6,430
Southport	1,032	1,059	1,327
Metropolitan	136,991	138,579	225,131
Scotland			
Argyllshire	—	—	—
Fife	—	—	—
Inverness-shire	283	539	443
Lanarkshire	2,622	3,659	5,892
Perthshire & Kinross-shire	365	599	812
Edinburgh	9,910	9,159	11,659
Glasgow	26,534	28,376	35,923

* "Recorded" crime only.

APPENDIX "E"—*continued*

CRIME

Indictable offences known to the Police

(ii) England and Wales

Class of Offence	1938	1948	1958
Larceny	199,951	349,358	409,388
Breaking and entering	49,184	112,665	131,132
Receiving	3,433	9,044	10,002
Frauds and False Pretences	16,097	19,326	29,415
Sexual Offences	5,018	10,922	17,691
Against the Person (with violence)	2,721	5,183	12,137
Other offences	6,816	16,186	16,744
Totals	283,220	522,684	626,509
Percentage of Detections	50.1 %	43.1 %	45.6 %

(iii) Scotland

Class of crimes	1938	1948	1958
(i) Against the person	3,643	2,425	3,481
(ii) Against property (with violence)	14,909	30,090	42,949
(iii) Against property (without violence)	33,789	41,912	43,436
(iv) Malicious injuries to property	5,483	6,032	459*
(v) Forgery and crimes against currency	400	370	483
(vi) Other crimes not included above	752	854	1,175
Totals	58,976	81,683	91,983

* Class (iv)—Malicious injuries to property was re-classified in 1957. Petty cases of malicious mischief (under £20 damage) and cases of false fire alarms are now classified under Class (vii)—Miscellaneous Offences.

APPENDIX "F"

Motoring Offences—Number of persons dealt with by prosecutions or written cautions.

Force	1939	1949	1959
England and Wales	—	—	—
Essex*	—	—	—
Glamorgan	6,440	4,466	17,806
Northamptonshire	1,322	1,582	3,096
Yorkshire (E.R.)	547	1,370	4,685
Birmingham	22,568	14,988	17,122
Cambridge	692	548	2,731
Liverpool	3,449	3,154	10,068
Sheffield	8,605	5,262	9,124
Southport*	—	—	—
Metropolitan	142,055	150,225	327,680
Scotland	—	—	—
Argyllshire*	—	—	—
Fife*	—	—	—
Inverness-shire	317	440	894
Lanarkshire*	—	—	—
Perthshire & Kinross-shire	790	725	1,656
Edinburgh	5,995	5,777	11,746
Glasgow	9,084	3,715	14,098

* Denotes not available.

APPENDIX " G "

ROAD ACCIDENTS

Known to Police, including fatal, injury and non-injury accidents.

(i) Selected Forces.

Force	1939	1949	1959
England and Wales			
Essex	7,407	7,083	15,549
Glamorgan	2,900	4,188	7,316
Northamptonshire*	—	—	—
Yorkshire (E.R.)	1,718	1,747	2,504
Birmingham*	—	—	—
Cambridge	1,050	1,197	1,819
Liverpool*	—	—	—
Sheffield	6,051	4,750	7,535
Southport*	—	—	—
Metropolitan*	—	—	—
Scotland			
Argyllshire	157	349	657
Fife*	—	—	—
Inverness-shire	392	518	1,018
Lanarkshire	1,457	1,118	1,436
Perthshire & Kinross-shire	1,200	970	1,581
Edinburgh	1,158	835	1,731
Glasgow	4,199	9,468	13,881

* Denotes not available.

(ii) England and Wales.

Personal injury accidents only

Number of persons	1938	1948	1958
Killed	6,648	4,513	6,520
Injured	226,711	148,842	327,000

Recommendations on Pay

	P.C.	Sgt.	Insp.	C./Insp.	Supt. II	Supt. I	C./Supt.
	£ 248	£ 293	£ 350	£ 415	£ 460	£ 530	£ 600
Desborough Scales (to nearest £ at maximum)	—	—	—	—	—	—	—
% increase over next lower rank at Desborough	—	18.14 %	19.45 %	18.57 %	10.84 %	15.21 %	13.21 %
43 % increase on present pay of P.C. at minimum and maximum to restore Desborough standard. Other ranks to maintain Desborough Differentials	725 × 9 at £30 to 995	1,174 (max.)	1,402 (max.)	1,662 (max.)	1,842 (max.)	2,122 (max.)	2,402 (max.)
Actual % increase over present pay at maximum	43 %	47.67 %	50.75 %	58.28 %	47.36 %	53.21 %	60.13 %

NOTE:

In 1919 the Desborough Committee recommended the following scales of pay for—

- (i) the rank of Inspector—3 scales, i.e., £310—£340 (4 yrs.); £310—£350 (4 yrs.) and £320—£360 (4 yrs.)
- (ii) the rank of Chief Inspector £375—£415 (4 yrs.)
- (iii) the rank of Superintendent—2 scales, i.e., £400—£460 (4 yrs.) and £450—£530 (4 yrs.); and
- (iv) the rank of Chief Supt.—4 scales, i.e., £480—£520 (or) £540 (2 or 3 years) and £550—£600 or £625 (2 or 3 years)

In 1937 common scales were introduced for—

- (i) the rank of Inspector £325 × £10 (5)—£375
- (ii) the rank of Chief Inspector £400 × £10 (4)—£440
- (iii) the rank of Superintendent £500 × £25 (4)—£600
- (iv) the rank of Chief Superintendent £600 × £25 (4)—£700

In 1949 the ranks of Superintendent (Grade II) and Superintendent (Grade I) were introduced and salary scales were as follows :—

- (i) Superintendent (Grade II) £700 × £25 (2)—£750
- (ii) Superintendent (Grade I) £800 × £25 (2)—£850

For the purpose of the above table the following scales have been shown as being in operation following the Desborough Recommendations :—

- (i) Inspector (middle scale), i.e., £350 at maximum;
- (ii) Chief Inspector—£415 at maximum;
- (iii) Superintendent (Grade II)—the lower scale of Superintendent, i.e., £460 at maximum;
- (iv) Superintendent (Grade I)—the higher scale of Superintendent, i.e., £530 at maximum; and
- (v) Chief Superintendent, the next higher scale, i.e., £600 at maximum.

APPENDIX "I"

EXTRACTS FROM
THE DESBOROUGH COMMITTEE REPORT (1919/1920)

"28. In considering the standard rate of pensionable pay which we should recommend we have taken into account not merely, or even mainly, the rates of pay in force before the war and the percentage to be added in consideration of the increase in the cost of living, but we have endeavoured to appraise as well as we can the services rendered by the Police to the community, the standard of qualifications required and the rate of remuneration which seems to us reasonable and proper in all the circumstances and likely to attract recruits of the right stamp. **In view of the evidence which we have heard as to the work of the Police and the high standard of qualifications required, we are satisfied that a policeman has responsibilities and obligations which are peculiar to his calling and distinguish him from other public servants and municipal employees, and we consider the Police entitled thereby to special consideration in regard to their rate of pay and pensions.**"

"29. A candidate for the Police must not only reach certain standards of height and physical development, but must have a constitution which is sound in every way. The duties the Police have to perform are varied and exacting; they are increasing, **and will probably still increase in variety and complexity**, and a man cannot make a good policeman unless his general intelligence, memory and powers of observations are distinctly above the average. His character should be unblemished; he should be humane and courteous and, generally, he should possess a combination of moral, mental and physical qualities not ordinarily required in other employments. Further, when he becomes a constable, **he is entrusted with powers which may gravely affect the liberty of the subject**, and he must at all times be ready to act with tact and discretion, and on his own initiative and responsibility, in all sorts of contingencies. **The burden of individual discretion and responsibility placed upon a constable is much greater than that of any other public servant of subordinate rank.**"

"30. The Police also stand in special relationship to the community. Each constable on appointment becomes one of the duly constituted guardians of law and order for and on behalf of the citizens as a whole, and, as we have pointed out he makes a declaration of service to the Crown as such. He undertakes special responsibilities in regard to the prevention and detection of crime, and, while he does not relieve the citizen from all responsibility for the protection of his own property and for bringing offenders to justice, he claims to be and is the principal agent in the prevention and detection of crime of all kinds, and generally holds a position of trust which it is important he should be able to maintain. **We consider it essential that the sense of obligation to the public should be preserved in the Police, and the reason we dwell on these considerations at some length is that they are fundamental to the views we have formed as to the status of the Police and the pay they should receive.**"

"31. A number of police witnesses have urged that in various ways a constable is subject to social disabilities by reason of his employment. Moreover, he must at all times, both on and off duty, maintain a standard of personal conduct befitting his position, **and this does impose upon him certain restrictions which do not exist in ordinary employment, and hardly apply in the same degree even in the case of other public servants.** He is liable to be called for duty at any time

in an emergency, and, in order that he may be available for unexpected calls, he may be restricted in his choice of residence. The special temptations to which a constable is exposed are obvious, and, as any lapse must be severely dealt with, it is only just that his remuneration should be such as will not add to his temptations the difficulties and anxieties incidental to an inadequate rate of pay. The policeman's calling also exposes him to special dangers. He may at any time have occasion to arrest an armed criminal; he frequently has to deal with drunken persons, who are responsible for the greater part of the crimes against the person, and he may occasionally have to take part in suppressing violent disorder."

"32. The policeman is also put to certain special expenses by reason of his employment, for example, he not only requires good and sustaining food but the cost of his housekeeping is increased by the irregularity of the hours at which he has to take his meals and the frequent necessity of cooking specially for him; and it is generally and quite correctly, a condition of service that he may not be concerned, directly or indirectly, in any trade or business, so that he is precluded from supplementing his wages by undertaking employment for profit in his spare time."

"33. We are not unmindful that the policeman has important advantages which are not shared by the ordinary workman. In particular, he need make no provision for times of unemployment; he has holidays on full pay; he has the benefit of a pension scheme to which he contributes only a fraction of the total cost (in the English Police less than one-tenth, at pre-war rates and which is distinctly more favourable than that enjoyed by any other public servant); and in a good many forces he is provided with a house or other quarters or receives an allowance towards his rent."

"34. Having regard, however, to the nature of Police work and to the responsibilities to which we have referred, we consider the pay of a policeman should not be assessed on the basis of that of an agricultural labourer or an unskilled worker as has been the case."

APPENDIX "J"

EXTRACTS FROM
THE ROYAL COMMISSION ON POLICE POWERS AND
PROCEDURE (1929)

"19. It is perhaps not sufficiently recognised that the responsibility for Police-work rests primarily on the individual constable and not on his superior officers. In this connection we would recall the following passage from the Report of the Royal Commission upon the Duties of the Metropolitan Police (1906-08) :—

"Broadly speaking the Force acts by, and through individual constables. An army, for the most part, does its work through groups of its units, through divisions, brigades, regiments and companies, and the responsibility of a private soldier is, in practice, reduced to such a point that he becomes little more than an automatic part of a machine. So, even in a great industrial organisation, the individual worker is allowed little or no freedom of action as to his work, and its performance as a rule, does not involve much thinking on the part of the individual operative. The position of a constable in a Police Force differs greatly from that of the private soldier or the artisan. A constable, is, as a general rule, placed alone to perform his duty on one or more beats or patrols. It is expected that, in general, he should not call any other constable to his assistance, because that involves a disturbance of the arrangements made for the safety of the whole area. It is presumed that if intervention is necessary he can deal with the emergency adequately by his own unaided action, and if he arrests a prisoner he is expected to take him alone to the Police Station. However difficult and novel may be the circumstances which confront him in the course of his ordinary duties, he has, unless the matter brooks delay, to decide instantly, and on his own responsibility, whether they call or not for his interference. It follows that a great deal of the most difficult work of the Force is left to the initiative and capacity of the humblest unit in each division."

"These observations referred to the Metropolitan Police only, but they apply with perhaps even more force to the country Policeman, who has to discharge his duties in greater isolation and to deal unaided with a wider variety of circumstances."

In our view the difficulties of a constable's duties have certainly not diminished since these words were written, and we think that they can be regarded as still applicable to the Police Service throughout England and Wales at the present time."

"21. In the life of a policeman, as we see it, whilst there are certain matters which are capable of routine control and which can properly be made the subject of precise instructions, the variety and complexity of emergencies with which he is likely to be faced make it impossible to issue hard and fast instructions by which he should regulate his conduct. What the constable really requires, above everything, is a sound grounding in the spirit and traditions, of his office and in the general knowledge essential for the performance of his normal duties."

"22. Again, no instructions or regulations can provide against the possibility of unfairness on his part. Indeed, the multiplication of rules and instructions not only hampers the individual constable in the execution of his duties, but in a sense may operate as an incentive to him to act up to the limit of what is allowed by the letter of the instructions, rather than to pay attention to their underlying spirit. In our opinion, the aim in view should be to lay down as few and simple instructions as possible, whilst emphasizing and illustrating the spirit in which a Policeman should carry out his duties and the general principles which should guide his action. It should then be left to his own sense of honesty and fairness to translate those principles into practice.

In saying this, we are not unmindful of the many temptations to which a constable is necessarily exposed by the position in which he is placed and we think that those responsible for the administration of the Police should do all in their power to minimise those temptations."

"294. It has therefore been our duty, as it should be a primary obligation upon all well-disposed citizens, to do what lies in our power to foster and promote that mutual good understanding, by removing all avoidable causes of friction or estrangement between the man in the street and the public servant who is the visible guardian of his rights and liberties. It is inevitable that there must occasionally be an apparent conflict between these "rights and liberties" on the one hand and the "interests of justice" on the other. In the prosecution of our Inquiry we have endeavoured to hold the balance fairly between them, and if this has not always been an easy task for a Royal Commission, in spite of the fact that it has ample time for investigation and that it is aided and fortified by evidence and advice from the most authoritative sources, how much less easy must it be for the ordinary constable, alone on his beat, to decide, as he is daily called upon to do and on the spur of the moment, points of law and procedure which a Judge or Magistrate might well wish to adjourn for careful consideration."

"295. Those members of the public who, for reasons good or bad, feel moved to keep a sharp and suspicious eye upon all doings of the Police, and to voice their dissatisfaction whenever the smallest mistake or error of judgment is committed by any individual member of a Force of 56,000 men, might perhaps give more weight than they do to the trials and perplexities which beset the ordinary constable. We venture to quote in this connection the following passage from Mr. Edward Carpenter's book, "Prisons, Police and Punishment" (1905):—

"The duties and the trials of an ordinary Police constable are really bewildering—to regulate traffic, nuisances, public health, doors and windows, obstructions, street music, hawkers, porters, meetings, beggars, women, drunkenness, public houses, the smoke nuisance, brawls, assaults, larcenies, burglaries, accidents, riots, fires, etc.—to endure rain, fog, snow, excessive heat and cold, to retain presence of mind amid crowds, solitude, dangers, insults, and violence, through all to remain calm yet firm—all this seems to demand a character of really extraordinary culture and strength."

EXTRACTS FROM THE OAKSEY COMMITTEE REPORT (1949)

After quoting Paragraphs 29 to 34 of the Desborough Report (set out in Appendix I) the Oaksey Report adds :—

"19. We entirely agree with these observations. The policeman's responsibilities are essentially unchanged ; but they are now exercised in a wider field. Legislation since 1919 has added to his duties and increased their complexity. More recently, wartime shortages and the resultant rationing and controls have created a whole new range of offences which frequently offend less against the conscience than against the law, and have led to an increase in crime. The organisation and technique of modern criminals, their use of cars, and their increased tendency to carry firearms, have all added to the difficulties and dangers attached to preventing crimes and capturing criminals. Moreover, the police have had to deal with a much wider cross-section of the public since motor traffic regulations, the liquor licensing laws, rationing and controls have brought increased chances of wrong-doing to even the well-intentioned and the well-to-do. Since 1919 there has been a notable spread of educational facilities and they are to be extended in the near future. A police service which has to deal with a better educated public must itself be properly equipped for its task. Some concern has rightly been expressed to us lest the rise in general educational standards should not be adequately represented amongst the recruits to the police service. So far the spread of knowledge has not lightened the policeman's task ; in fact it has added to his responsibilities. Some of the problems which face the police in the performance of their duties at the present time may be only temporary and may eventually disappear. But we are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less ; and we have had this at the forefront of our minds in all our enquiries into police emoluments."

"66. Our recommendations will no doubt have to be considered in the light of the Government policy described in the White Paper on Personal Incomes, Costs and Prices. In our opinion, those with whom the decision rests should bear in mind the following considerations :—

- (a) A strong and efficient police service is necessary for the well-being of the community to a greater degree than any other public service in peace time.
- (b) The police service in England and Wales as a whole is seriously undermanned and this is particularly true of the important forces of the Metropolis and the large cities.
- (c) There has been a change in the nature of police duty and a change in the social and economic environment in which it is performed.
- (d) Many other occupations have been given increased wages since the publication of the White Paper and the considerations that warranted those increases must apply with equal, if not greater, force to the police.

- (c) The introduction of increased scales of pay should help to reduce the deficiencies in police establishments and there can be little doubt that failure to introduce improvements would have a most harmful effect.
- (f) It would not be possible without having a disturbing effect upon the contentment of the service to treat any particular rank or rank preferentially.

In our view, the foregoing factors demand a re-assessment of the value of the police in terms of remuneration, and the fact that we were appointed to carry out our inquiry after the publication of the White Paper encourages us to believe that proposals for increased pay would not be regarded as necessarily inconsistent with its principles. Our scales are certainly not put forward merely "on the basis of maintaining a former relativity" with other occupations but are intended to comply with the terms of the White Paper which states that "each claim for an increase in wages or salaries must be considered on its national merits."

ADDITIONAL PAPER SUBMITTED BY THE SUPERINTENDENTS' ASSOCIATION OF ENGLAND AND WALES

POLICE PROMOTION QUALIFYING EXAMINATIONS

Percentage of candidates who were successful in obtaining the requisite number of marks to pass the sergeants promotion qualifying examinations in the years 1938, 1947 and 1959 :—

				Police Duty Subjects		
				1938	1947	1959
<i>England and Wales</i>						
Essex	..	..	..	Not available	71%	‡10%
Glamorgan	..	..	..	66.7%	65.8%	‡ 5.4%
Northamptonshire	..	..	..	50%	54.2%	‡ 4.8%
Yorkshire (E.R.)	..	..	..	43.7%	52.4%	‡14.7%
Cambridge	..	..	..	50%	37.5%	‡14.4%
Liverpool	..	..	..	52%	17%	‡ 3%
Sheffield	..	..	..	75.4%	55.2%	‡13.8%
Southport	..	..	..	Not available	33.3%	‡20%
Metropolitan	..	..	..	‡69%	‡31%	‡18%

				Educational Subjects		
<i>England and Wales</i>						
Essex	..	..	..	Not available	71%	‡22%
Glamorgan	..	..	..	43.2%	48.5%	‡27%
Northamptonshire	..	..	..	95.2%	80.9%	‡23.1%
Yorkshire (E.R.)	..	..	..	40%	46.2%	‡ 2.7%
Cambridge	..	..	..	54%	44.4%	‡16.7%
Liverpool	..	..	..	29%	18%	Not available
Sheffield	..	..	..	62.5%	56.3%	‡27.7%
Southport	..	..	..	Not available	46%	‡50%
Metropolitan	..	..	..	‡51%	‡57%	‡12%

NOTES

‡ Denotes Centralised Examinations.

The above forces only were included in our research. They do, however, give a general picture of all forces throughout England and Wales as in the February, 1958, Centralised Promotion Examination of a total of 8,716 candidates 9.81% and 25.25% qualified in educational subjects for the ranks of Inspectors and Sergeants respectively, and of the 4,452 Constables who entered for the police duty subjects examinations 14.26% were successful.

It is significant that in the Metropolitan Police there has been no change in the examination system during the years under review. The results in that force follow the general pattern of reducing numbers of successful candidates.

Examination of Witnesses

SUPERINTENDENT C. E. VERNON (*Chairman*)

SUPERINTENDENT H. MAY (*Secretary*)

CHIEF SUPERINTENDENT H. D. PERRY

CHIEF SUPERINTENDENT B. F. PAULL

on behalf of the Superintendents' Association of England and Wales

SUPERINTENDENT K. MACKINNON (*President*)

CHIEF SUPERINTENDENT J. H. ORR (*Secretary*)

on behalf of the Association of Scottish Police Superintendents

Called and Examined

642. *Chairman* : Superintendent Vernon, you are leading the party?—
Superintendent Vernon : Yes.

643. And you are chairman of the association or committee?—I am chairman of the panel which is the joint body for negotiation of the English and Welsh and Scottish Associations. I am also chairman of the Staff Side of the full Police Council. On my right is Superintendent May, secretary of the English and Welsh Association, and on his right Chief Superintendent Perry and Chief Superintendent Paull, both of the Metropolitan Police. On my left is Superintendent Mackinnon, President of the Scottish Superintendents' Association, and on his left Chief Superintendent Orr, who is the secretary of the Scottish Association.

644. The only other name on the paper is Superintendent Ford.—He is not here.

645. We are grateful for your memorandum. Will you look at the introduction for a moment; it is a small point and only really for clarification. You point out that you are not biased by any allegiance to the present day entrants, you do not represent them nor do you have to justify having been responsible for their appointment, except, possibly, in the Metropolitan Police. Is the point there that in the smaller forces the Chief Constable makes the appointment, and in the Metropolitan Police the appointments are made by superintendents?—In the provinces the Chief Constables do appoint; in the Metropolitan area it is

true to say that superintendents do play some part in selection, although probably not in the final appointment; therefore we thought it right to say they do play some part.

646. As you will realise, I go through the particular points on which I want more information myself; there are a great many things on which I do not need to ask any questions. In paragraph 7 you touch on this question of house allowance, rent allowance. You say there are many reasons why full account should not be taken of this emolument. Is that partly because the house is not one the man would choose himself, partly because it is not his own house?—That is so. Really the reasons given by the Federation cover the points we made, but the man is dependent on where he is told to live. He has no control of the house he occupies, in cases where he is provided with a house, and there are very many other disadvantages, not only to himself but to his family as well.

647. You, like the Federation, have a good deal of criticism to make of the scales?—Yes, Sir.

648. In paragraph 16 you have set out what we know to be the fact that there are varying views as to what is responsible for the difficulties in recruitment—pay, working conditions and isolation in a sense in the service. Then you refer back to that paragraph from paragraph 25, where you reach an important conclusion: "We are convinced, after the most serious consideration, that the only positive

step which can be taken to meet the difficulties we have expressed in paragraph 16 is to improve the pay and career structure of the service." It is important to take both these things, pay and career structure. Then you tell us about the deficiencies in the establishments and about civilians. Do you think the use of civilians has gone pretty well as far as it can?—I would say definitely as far as it can.

649. There must, I should think, be a good deal of variation between forces on that. You would think in the ordinary way some forces would have gone further than others?—I think that is true. Forces have varied according to the desires of authorities and Chief Constables, because they have their own way of working and each force is run individually, which is a good thing in many ways. But we would say by and large we have reached saturation point as far as civilian employees are concerned.

650. There is a point in paragraph 46 on which we would like you to expand your evidence, although I dare say it may be difficult. This is on the standard of recruits who are taken in—educational standards. You say in the second sentence, "We know this statement may be challenged but we are convinced it is generally true."—We are absolutely certain it is true, but we feel that some sections of the service may not agree that it is in the interests of the service that we should say so. The figures we have put in front of you are for certain forces only, as you will have seen, but we contend that they confirm our own personal and intimate knowledge of recruits. The statistics we have given do tend to show a falling off in the quality of recruits—for instance, the percentage of the intake of those who applied, that is those actually filling in the application form, before the war was very much lower than today. In some cases as high a percentage as 60 per cent. of those who now apply get in, whereas before the war it is right to say that only the cream of those who applied were appointed.

651. I think it is highly probable we should reach a conclusion agreeing with you on that; but there are other things to bear in mind. These are the days of full employment. At that time, when there was considerable unemployment, you would expect a very large proportion of applicants for the good, steady, well-paid job in the police, and you would expect a much smaller percentage nowadays.—That is true, and that is why we say the pay should be such that it would still attract, even in the days of full employment, the large number of recruits whom we want to join the police service.

652. It is asking a lot to make it attractive in a period of full employment; it is a good deal more expensive.—We appreciate that.

653. I am not saying we ought not to do so, but I think that might to some extent take away from the force of these percentages, because you cannot expect so many applicants at a time when employment is very good?—That is true.

654. This point catches my eye. You say you are sorry that the high physical standards have had to be lowered as much as they have.—We are very sorry indeed. We do agree that 20, 30 or 50 years ago there might have been room for men with something less in the way of education as greater emphasis was then placed on physique, and 'brawn' was perhaps more important in some respects for a policeman. We realise that in more recent years, education has become more and more important and physique probably slightly less important; but we feel the pendulum has swung too far. With the increase in crime and the increase in hooliganism it is important that there should be a return to the former standards and that the height and the physical standard generally should be improved.

655. My impression would be that this decrease in the height standard is even more than it would appear to be, in that I should think in the last twenty years the average height of the nation

has increased ; certainly the average size of children has increased, and I should have thought of schoolboys—whether the final height has increased or not I am not sure. But that would bring it down even beyond what it appears to be.

—*Superintendent Mackinnon* : May I say that there is not the same difficulty with regard to the height standard in Scotland. With two or three exceptions the minimum height standard is 5 ft. 10 ins. in Scotland, and the minimum of the other two or three is 5 ft. 9 ins.

656. I knew there was variation. Quite frankly, Superintendent Vernon, the trouble seems to be that at the present time recruitment is very difficult, and some of your recommendations would make it even more restricted. But it may be that none the less your recommendations are sound. Going on to paragraph 54 you want the intake at 19 years of age to be restricted?—*Superintendent Vernon* : That is so.

657. I suppose the intake has been at 19 for many years?—Yes, it has. Before the War very few recruits were appointed until they were 20, 21, 22 or 23 years of age. The intake at 19 years has increased very much in more recent years. Immediately after the War the majority of those who joined were rather older than during the pre-War period owing to them having served in the Armed Forces—they were mostly between the ages of 25 and 30 years. Then we came to the period when National Service took the young men into the forces compulsorily and, therefore, they could not join until they were 21 or 22 years of age. It is only in this last year or two that men have been able to come into the service, broadly speaking, at 19 years of age in any numbers. I think that it is true to say we are finding it easier to get hold of youngsters leaving school rather than those who are already in other occupations. Many of them have not made very much at school and, therefore, have not been able to choose another worth-while career. No doubt, they say to themselves—"What can I do with very little academic qualification?"—Well, the police service really demands

nothing exceptional, therefore I will try to join the police force. I am big enough and it seems to be a good steady job." As a result they make application for appointment into the service, and the Chief Constables and their officers say "Here is a fine, upstanding lad, we will soon make him into a policeman," and they are thus appointed. We do not quarrel with that form of recruitment in a minor way. We think it is alright if it is restricted. We are of the opinion to get up to anything like 25 or 50% of the intake of youngsters of 19 years of age with no worldly experience is extremely dangerous. We would go so far as to say it may start the rot in the service if we overdo it. It is anyone's guess. The Commissioner's scheme may work out well or badly. We have heard what the Police Federation said about the Commissioner's scheme with regard to Cadets, which is virtually the same system of bringing them into the force too young. We think it is a bad system as a general principle if used as a major way of recruiting.

We have set the standards high, and we deliberately set out to set the standards high, because what we felt was this ; here is a Commission sitting for the first time for many years, and probably it will be a long time before we shall have another opportunity of saying what the service needs. We feel standards will decline still further if someone is not bold enough to take a firm stand and say that something positive has got to be done, not only with regard to pay and intake, but also with regard to the quality of the individual, education standards, age, height and all the other things which are necessary in a good policeman. If this Royal Commission cannot deal with this problem now, when are we going to say the time is ripe? Should full employment continue—and we all hope that it will—then the time will never arrive when we can get back to the former standards. We feel the danger point is near, and this Commission ought to be bold enough to say ; "Well, difficult as it is going to be, costly as it

is going to be we ought to try to get back to something like the past standards, not only with regard to height, age and education, but in the general quality of the individual; and it is with that in view we have put these recommendations to you. We realise it is giving you a headache to cope with the situation, but we consider what we say would make the service the right kind of service.

658. You attack at the other end. In paragraph 56 you say you think the maximum age ought to be reduced.—There again we are thinking primarily of the constable and the man who has got to serve, if we make the pay and conditions attractive enough to keep him, for 30 years. We have got to realise that if he joins at 25 he is going to be 55 when he completes his service; and if he joins after 25 he is going to be a very much older man. We say that whilst in a higher rank it is quite all right to stay a while after that and perform adequately the duties expected of him, it is doubtful whether a constable on beat duty could do so, and we think there is a danger of going too high with the age of appointment. There are other questions. If a man is from 26 to 29, then he is possibly married and has a lot of family responsibilities. We have also got to remember that he is probably joining the police force after having tried a lot of other jobs first, and not really wanting to be a policeman, but joining because he has decided to have a go at this after having failed in something else. We need men who really want to be in the police service, and we think the age ideally should be somewhere between 21 and 23. If he is older than that it is a makeshift job with some of the applicants, and some of them might probably not make a go of it.

659. What is the age for retirement of your rank then?—It is 60 years of age.

660. Have you given consideration to the point I did raise with the last witnesses about giving a bit of seniority to a man who comes in rather older than

another? You are saying you regard the man of 23 as a more valuable article than a youngster of 19. Would you consider giving him a comparably more favourable position?—We have thought about this very seriously and we came to the conclusion that it would not be good for the service to do it. We realise that a boy of 19 — and if we had our way we should not take him at 19 — we realise that a boy of 19 probably in other careers is not earning as much as one at 22; but we think the difficulties and the upset which it would cause to the service would probably outweigh the advantage of doing it.

661. You are not too happy about the recruitment of too many cadets either?—No, Sir.

662. Is that because they are coming into the force too young, at 19, or is it the argument which we have got from the Federation, or both?—Primarily because they are too young. I want to say this, I was a cadet or the then equivalent of a cadet. It was not called a cadetship then. I do think, and I am sure my colleagues agree with me that provided they are not going to form the main body of the service immediately there is room for them. We feel through the cadet system one may obtain some good material for the service. Some of them can probably manage without other experience because they are of such a quality that they can cope; but if the intake is enlarged, the danger will be that many of them will not have the worldly experience which is so essential in the police service. They go through all this cadet training — it is exciting and thorough. They are sent to various courses and being attached to this Department and that Department, to the Criminal Investigation Department and so on, and they get the feeling of being in a kind of special branch. Then when they come to join the force they are immediately put on beat duty at Piccadilly Circus, or somewhere like that, and they find the job is nothing like what they expected it was going to be. We feel that the best policemen we can get to do the job immediately they

are trained are from the ordinary walks of life, other occupations; people with worldly experience who are, in fact, as the Police Federation said this morning, themselves already members of the public, members of the community. I think it is terribly important. If only a few are appointed from cadetship we think that would be alright.

663. That is very interesting because, forgive me for saying anything that may seem too foolish, it is rather news to me that the police force, in spite of its distinctive uniform and distinctive privileges, very much wants to feel itself really part of the general community. I am bound to say I had always been inclined to feel that they were as much not part of the general community as the armed forces, for example. But this idea that it was very important that the police force should not be a professional force was very keenly felt — that is in your minds too? — Most definitely. We feel the closer we get to the public the better. Naturally with some members of the community there is a reluctance to be too closely allied to the police service, and they look upon us with suspicion; but I think the service over the years has developed the feeling that they are members of the community, and regard special constables and the like, as people who are our friends. I think it is terribly important that we should be a part of the community and that the community should feel they are part of us.

664. In paragraphs 70 and 71 you quote from the Commissioner's Report of 1952 and the Inspector's Report of 1953. In paragraph 72 I have marked something, but I believe I got the answer when you spoke of the attacks and assaults on members of the police service. I think we have got that somewhere. It has gone up from 2,000 or 3,000 and a bit to 5,000 and a bit. — Those are something like the figures.

665. I am not clear as to how far it is wise or desirable to ask you questions about traffic wardens until we have heard what is going to happen to the

Bill, but I gather it is not the feeling of the existing police that traffic wardens are going to solve very many of the problems. — No, I think that is true. We have been told nothing about traffic wardens by the Home Secretary or anyone else, and therefore we know just as much as other people know through the press. All we would say at the moment is this, and we have said it in our evidence, traffic wardens cannot possibly take away our general responsibility for the flow of traffic and the reduction of accidents. That is only one of the many points.

666. In paragraph 86, you say not only must the initial pay be relatively high but there should also be the career attraction. The service must produce its own officers — there must be no 'short-cut' to the higher ranks. You do not want people coming in from outside? — That is true, Sir.

667. But if the service is going to produce its own officers, if it is going to produce officers of the right quality, you are necessarily going to have to attract young men of high quality, not only character and physique, but of intelligence and administrative ability. — Yes.

668. Promotion is pretty slow, is it not? — Yes, Sir, it is slow, but I still say this, although some of the Federation members probably would not agree with me, the very able man in the police force, even in the smallest force, finds a way through his own ability of getting to the top. There is no doubt about that; the man with it in him can get there. I agree in general promotion to sergeant is slow, and we have made a suggestion somewhere in this report whereby there may be some additional ranks given to meet some of those difficulties. But our point in saying there should be no short-cut is purely and simply that we want to make clear our experience and our feeling, which is this, that everybody should go through every rank and have full and solid experience in it. That need not necessarily be ten years in every rank.

because each individual will have a different approach and a different ability to cope with a situation; but it is necessary, and therefore it is impossible to get to the very top ranks in the service at a very early age, as one might in industry, where purely academic ability could get one a job at £2,000 a year at 25 or 26 if you had the ability to do it; you cannot do that in the police service, because experience is one of the most important things even for a chief officer or superintendent.

669. I should have thought you ought to be able to get to a jolly high position by about 35 if you are a very able man. —I think very many could. I was superintendent at 34, if that is any indication, and others have done the same.

4th DAY, (PART I)

Wednesday, 27th April, 1960

ON RESUMPTION

673. *Chairman*: I think, Superintendent Vernon, you put in one or two more documents since last night. This is a document of yours, is it not, that gives the percentage of successful candidates in the sergeants' promotion qualifying examination in certain areas? —*Superintendent Vernon*: That is so.

674. And the other new paper no doubt comes from the Federation; it is the Scottish criminal record. That is not yours, is it? —No, the one relating to promotion examinations is the only one we put in, Sir.

675. Before I go on with the memorandum there is one general point on which I feel the Superintendents might help us. A great many of you are in charge of substantial areas, are you not? —That is so, yes.

676. And you must feel very directly what the Chief Constables feel at a higher level on this question of shortage on the beat. —Absolutely, yes.

677. Would you like to make any general statement about how that has developed in recent years, the shortage

670. And there are Chief Constables appointed at 30. —that is true.

671. And you would agree that can be appropriate for the right man? —I would say in isolated cases yes; in the main I would say nearer 40 or 45.

672. And there is no doubt that young men today do look at a career and say, where shall I be by the age of 30 — shall I have a four-figure income? —That is so.

Chairman: I think this would not be a bad moment to adjourn. We shall certainly want to see more of you tomorrow. I think we should meet at 10.30 tomorrow morning.

(The proceedings were adjourned accordingly)

on the beat, and what you feel about its effect? —In a general way, of course, there is a shortage on the beat as compared with pre-war; that is leaving out, the need for more men than pre-war because of development areas, spreads of population, increase of traffic duties, and so on — there is no doubt at all about that. It is caused not only by deficiencies, but to a very large extent by the development of wireless, information rooms, dog sections, and so on, and increased administrative work. Many jobs of this kind have taken men away from the beat. And of course beat work is not measurable, it is done or it is not done. Nobody can measure whether beat work has been fulfilled; whereas if an office has to be manned, a man has to be found from somewhere to do it. So the tendency has been, very reluctantly, for Chief Constables and Superintendents, to take men from the beat to do these things because of shortages, and of course it has led to a very serious position at the moment.

678. So you have three things. You have the development of the administrative staff at headquarters, involving more men; similar to that you have more specialist services; and a general

shortage of men. And all those things react on the beat.—That is so. And there are those people not connected with the service who have the feeling that these additional types of job relieve the work on the beat. Of course that is completely fallacious. They help, but do not replace the men on the beat in doing a job which is becoming more and more difficult year by year. But they do not take the place of the men on the beat.

679. You come from East Riding?
—Yes, Haltemprice.

680. Is that a rural area or a town?
—To a large extent a rural area. The East Riding takes in coast roads and one or two coastal resorts, such as Bridlington. The Division of which I am in charge is adjoining Hull.

681. Haltemprice?—That is the area they are trying to take into Hull and we are trying to keep it in the East Riding. Here is a good example. Haltemprice was formed from a group of three or four or five villages which had populations of two or three thousand in each before the war, and it is now creeping up to fifty thousand as an urban district, and bearing on what the Federation said yesterday in relation to other areas—and this is my Division and I know—there are seldom more than two men out on the beat at night, because no provision has so far been made for the spread from Hull and the development of this area. The other complication is that it is residential to a large extent. It provides one-fifth of the county rate for the whole of the East Riding, though it is in area a very small piece of the County, which shows the vulnerability of it.

682. Is it possible to say whether this difficulty of the beat is worse in the big boroughs than in the county areas? Of course you have not got the beat in the country, but I mean in semi-rural areas. The shortage of the force seems to be worse in big boroughs?—I would not agree there. If you take a proper assessment of the deficiencies in the Service you will find, perhaps not by numbers, but by percentages, that

every force in this country is broadly speaking as deficient as the big ones. It may only be twenty men in a force of two hundred, as against two hundred in a force of two thousand, but the manpower difficulties are just the same. My county was one of the pioneers of the motorised beat, and we have about forty of the rural beats motorised—motorcars, not motor cycles—and we have had that since 1947 or 1948. Each of those rural beat men has an area of something like thirty-five thousand acres and three to four thousand members of population. He has a twenty-four hour responsibility, and he is stuck out in the wilds with much more delay than the city man for calling upon aids and ambulances. I am not pleading the cause of the rural man, do not think that, because we have always agreed that by and large one thing balances out the other. But the fact remains if the rural areas were policed properly and adequately, then we could really do with more men. For the motorisation we have tried to pick the very best of the men in the force, because they are more or less on their honour to do the job, and one has to avoid a man taking his car out and saying "This is a nice easy way of keeping dry and warm. I will sit in the car all day." We have insisted that it is purely and simply a means of moving from place to place, and they do spend a lot of time in the villages, more time probably than they did when they were on their cycles arriving pretty exhausted after riding up hills in snow and bad weather.

683. Another point is that one does hear that one of the difficulties is transfers and the effect of transfers on the home and children's education. It occurs to me—I may be quite wrong—if you have a force up to strength you get less transfers, but when you are under strength all this business of posting becomes more and more difficult.—Absolutely, and particularly in a rural area, because you have to jockey the people about to get them into the right place, and transfers are much more prevalent because we are trying to rob Peter to pay Paul all the time.

684. You agree with me there?—Absolutely, Sir.

685. On this question of deficiencies you have an Appendix A in your memorandum.—Yes. We have shewn only a limited number of forces, forces who have members on our Executive Committees. We have, therefore, been able to deal direct with individuals and get this information. We tried to the best of our ability to estimate the deficiencies for the 44 hour week or the 88 hour fortnight and for other causes. There are one or two Forces where we could not get the information, because in Liverpool, for instance, the estimated increase was still under consideration, and we did not feel it right to put in a figure we were not sure about. I think I may say these figures are reasonably accurate, certainly for certain of the forces. My own I know is accurate, and Sheffield is accurate, and conforms with the wishes of the Chief Constable.

686. When you say estimated from other causes that is something which has been worked out by Superintendents in these areas, is it?—That is so. It has been worked out to meet such things as population spreads and development areas.

687. This is not an estimate which has been agreed by anybody else; it is your own people's estimate, is it?—Our own people's, yes.

688. In the right hand column it looks like something of an average of 25 per cent. over the whole?—That is so. I think you would find throughout the country the real deficiency, the nearest anybody could get, would be between 15 and 20 thousand, and if you work that out on the full strength of the Service today it comes back to this Gallup poll of 25 per cent.

689. Which is a little more than the Home Office figure of 12,500?—Oh, Yes. I think that is quite inaccurate. I would go further and say there really is not a force in the country which does not need some manning up. I do not think it would be true to say there are only certain areas, as the Home Office

have indicated, Home Counties, Midlands and Tyneside. I think that is quite inaccurate. Certainly in numbers deficiencies show more in those areas, but I would say in percentages the general position is the same all over the country.

690. I think any man who wants his show to be efficient is perhaps tempted to want something better than he can get, but you think this is a reasonably moderate estimate of yours?—I am sure it is an absolute necessity, and it is not inflated at all, Sir.

691. Going through the memorandum, let us turn to paragraph 95, which was where we got to yesterday evening. Looking at paragraph 95, those who were here yesterday know that the Federation approached this problem very substantially by reference to the national earnings of industrial workers, and you no doubt have read the Chief Constable's memorandum which approaches it in a rather different way of minor professions. Your approach has been rather different from either of those, has it not?—Yes.

692. You look at the job not so much by comparison with other people, but you say "What do you think, as men of judgment, the remuneration should be?"—That is so. We knew of course that you would obviously have to have economic factors and actuarial figures to prove the case, and therefore we decided that it was right that you should know in a more general way what we felt would give adequate pay, and we think this is the right figure.

693. And the figure you reach is an improvement of 40-45 per cent. on the basic pay?—That is so, yes.

694. Your paragraph 97, the first sentence—"We seriously considered whether it would be wise to give a lower percentage increase on appointment." That means when the man comes in, during his two years of probation, and before he gets any increments at all?—Yes. What we were really getting at was this: we have suggested the 40-45 per cent. would bring the scale back at maximum to Desborough, and we

wondered whether on appointment something less than that at Desborough would be the right figure, as a man would not be quite as efficient when he first joined, but on reflection we felt that would not attract the right man to start with, and if you do not get the right man to start with, then he is not the right man later and at the end of his service. And we felt though it may be slightly extravagant to pay the same ratio at entrance as to the man later in service, it was the only hope of really getting the right man into the Service.

695. If you had taken the other view you would have been out of line with the Federation and the Chief Constables. You are on that taking the same view? —We are taking absolutely the same line, yes.

696. On paragraph 95, the incremental scale, you really think the present rate of increase—apart from the amount of increase—is about right? —Yes. We have thought about this very seriously, because we realise one of the great problems is not only to attract people but to keep them, and this question of the long service increments has been very forcibly in our minds. On reflection we feel Chief Constables who want a longer scale, and other people who want a longer scale have completely missed the boat, because the point in our view is this: from day to day the man is looking at how much he is getting in his pay packet week by week. We may not like this attitude, but it is true in the modern day. If you are going to give a man an increment, of say £100 a year at 25 years, which means his pay is probably going to be something like £850 or £875 at 9 years which is the present maximum, then the increase he is going to get at that period now is not very much, and he is always going to be in the position that there are jobs outside the service which could offer a little more. We say—and we are quite definite about this—that unless we find a rate of pay which will make him quite immune from any other sort of job which might be within the capability of a police officer, then we shall fail to

keep people in the Service. It is no good saying "In ten or fifteen years you will get another hundred pounds", if he can get another fifty pounds from today by taking another job. With pressure from his wife, because of domestic difficulties which police duties create, he is going to say "Fifty pounds now is really a better proposition. I may even get this hundred pounds in the other job if I go to it. To wait and hope for another hundred pounds in fifteen years time is no good to me." Unless we pay a man adequately when he gets to the peak of his responsibilities with children, so that he can provide the extra pleasures of life which families expect at that time—unless we do that—I think we shall completely fail. If a man has to decide between having a police pension at 25 years plus another job at several hundred pounds a year, or staying to get a bit more pension on a long service increment, there is no alternative for a man if he is thinking only in economic terms.

697. You think a man in a junior rank as Constable ought to get full pay at the age of about 28? —I do. Those who were very good would go on and get promoted. Those who were solid and reliable would remain as Constables. And every time the man's wife said "I am sick of this. Why don't you get another job?" he would say "I am getting £1,000 a year. The best I could get outside would be £800. Therefore we must not change." It is only when he can get something better outside that he will go.

698. And of course you point out in connection with this point that 94 per cent. of the voluntary wastage is in the first ten years. —Absolutely, yes.

699. We come now to the summary of your recommendations. Most of the points have been covered because this is a summary.

The second point in the first recommendation is the restoration of the Desborough differentials, and you refer us to Appendix H. Here of course we may be getting down to detail and we must not go too far under our terms of

reference. You set out the Desborough percentages of increase rank by rank.—The table was purely and simply to emphasise how the differentials work. We realised you would not want to go into this kind of detail.

700. Quite. I am just wondering why there is such a wide difference in percentage increase in the bottom column. One would have thought that the Desborough differentials would have been maintained by an increase of the same percentage throughout.—No, Sir, because pay has, of course, concertina-ed rather. The differentials have changed. This is to get them back.

701. It is because you are comparing with the present day; I see.—There is another thing on that which I ought to say, Sir. We have confined the Appendix H to the provincial forces. There is the question of London, of the London Superintendents and Chief Superintendents who get a higher rate of pay, and this may impinge upon this vexed question of London allowance. I think I should mention it because we would ourselves hope and expect that the differences now existing in the ranks of Superintendent and Chief Superintendent would be maintained with the Desborough differentials. We quite definitely accept for the London Superintendents and Chief Superintendents that the responsibilities are different and can be assessed on that account on higher rates of pay. We would not agree that that applies in the other ranks of Chief Inspector and below. We would say their duties are as near as possible similar and no change in pay as such for doing the job is necessary. For the ranks of Superintendent and Chief Superintendents we want to make it clear that the proper figure should be included at a later stage.

702. But there is a difference in Inspectors at the moment.—Yes, but only a matter of about £30.

703. Which you think should not exist?—That is right, because the responsibilities are broadly the same, and to say that duties vary to the extent of £30 is a very fine dividing line. If it

were £200 one might think there were reasonable grounds for a higher rate of pay, but £30 to me could not be assessed in the sense of additional duties and responsibilities.

704. We have discussed your second recommendation. Your third is an acceleration of increments on qualifying for promotion.—Of course this is rather an in-between scheme, between nothing and the Chief Constable's suggestion, which is an additional allowance which goes on perpetually provided the man is not promoted. We think it would be wrong to give an allowance which would go on and on. Our view is that if a man passes the qualifying examination he deserves something extra for having done that, but if he does not get promoted one could reasonably assume that the man has for some other reason failed to make the grade and might at some stage cease to be entitled to so much more than a man who has not passed but who is a sound reliable man who enjoys being a policeman. We think by giving him something at the initial stage which would end at the nine years level he would get some benefit, but on the other hand it would not go on for ever whether he continued to maintain efficiency or not.

705. *Sir Ian Jacob*: I do know in some other fields that the reward for passing an examination which involves a certain amount of extra work is a single sum of money, not an increment or an allowance or anything of that sort, but just, as it were, a single bonus for having passed that examination. Have you considered that as a possible way of dealing with this question of passing the promotion exam and not getting a vacancy?—We have not considered it, and I would not think in the police service it had any advantage at all, but that is off the cuff, we have not really considered that.

706. *Chairman*: Your fourth recommendation I do not think follows on anything in the main text.—No, It does not, and we probably ought to have explained it more fully. What we

feel is this, that the Federation from time to time—and we are all conscious of it—raise the question of slow promotion in the police service. As compared with some professions that is true, but on the other hand as compared with many other occupations where no promotion comes it is probably fast. We think the best way of dealing with it is to increase establishments, to give some floating ranks which can be used. Firstly there is the question of the loss of manpower due to changed hours, additional leave, and so on, which has accumulated over the years. Many forces have never had an adequate compensation for reliefs, and we think strengths should be looked at to see if some way could be found of adding extra sergeants, and other ranks, to meet those problems. There are many specialist cases where men get tied and bogged down but they want to remain in that job, and we ought to be in a position to say: "He is doing the job very well. Instead of him doing it as a constable he ought to be able to remain in it and do it as a sergeant." In other words we should have a loose number of promotions which could be used in that way.

707. No additional ranks, but rather more sergeants and rather more inspectors to deal with this matter of hours and specialists?—Yes, and to put more on the ground.

708. No. 5 is a point on which Mr. Callaghan speaking for the Federation said "Here is a point which no doubt you will consider but we are not pressing this with any definite figure." You put it in this way, that you feel that whatever is done by the proper authorities as a result of this Royal Commission will be something which is done later than it should have been?—Yes, we have left it rather indefinite quite deliberately because we felt that you or whoever deals with the pay problem later ought to look at this question of retrospection and examine it. The point we would make on this is that the Service feels quite definitely that pay has always lagged, at least since the

war. We have always been suffering and have never been properly treated, and therefore in a broad sense this review ought to have been done at the time of Oaksey or immediately afterwards. Therefore somebody ought to say "These people have suffered so long that we ought to give them X,—by way of retrospection."

709. Yes. And 6 is really on the same principle?—Yes, because we feel rather keenly about those put in the position that they have to retire. One thing we hope will never emerge again is the position which arose at Oaksey. Prior to Oaksey pension was based on the pay at retirement and with rising pay all the time it was always at the peak pay. We accept that most walks of life have this averaging for pension purposes and whilst we would like to see it go we realise it has come to stay. But at the time of Oaksey this change was put to us along with a pay rise, an inadequate pay rise, and we were told: "You accept averaging with the pay rise or you do not get the pay rise." That was an ultimatum to the Service—we had to have both or none. It was a very terrible thing for the Service. That has brought about the present situation, and we hope that the position will be made easier for those who through no fault of their own have to retire. And we hope that never again will two matters of this kind be merged together and used to play one off against the other.

710. I am not sure that the next point, 7, is within our present task, but I just wondered whether you could expand the last sentence at all, that police duties are becoming more national and less local in character.—The point really at issue there is that in traffic and crime forces are linking up more and more, things are becoming more common in the way that they are done, and there is more standardisation in the way they are done. We feel central government has a greater part to play in the sense that the co-ordination is very much different from what it was, say, fifty years ago.

711. It is rather complicated, this sharing between the exchequer and the local authorities, by reason of the equalisation grant, is it not?—Yes, it is. I must be frank. We put it in with no real thought in mind, but merely to jog your memories that you ought to look at this.

712. The last one is really adhering to the present police council machinery. —Yes, and I would say that from the superintendents' point of view and speaking as chairman of the staff side of the council I would not quarrel at all with the existing machinery. Certainly it has failed so far as pay is concerned. But in other respects we have had the greatest courtesy and treatment. With rent allowance, for instance, we reached a very satisfactory settlement a few years ago—after long negotiation, certainly, but there were no difficulties about it, and I think that mutual trust is increasing on both sides all the time. So far as pay is concerned we know that local police authorities are restricted in what they can do, and we feel if some body such as this Commission would say, "The police ought to come into a higher pay stratum and indicate where they should fit in the National pay structure," the negotiating task would be very much easier. We do not think there is any difficulty at all with the existing machinery, provided some body higher than they would say, "They ought to go into a different stratum."

713. Do you think central government should come in to a greater extent?—I think probably central government might have greater representation, I do think that, but I must say in a general sense I do not quarrel with the set up at all.

714. Recommendation 8 concerns regular review. It sounds as if you would welcome some formula which could be used as a guide.—Yes, Sir, and we would say that the suggestion made by the Federation was a quite satisfactory one from our point of view.

715. Have we discussed the London allowance question at all?—No, we have not. I should like to say something about this, Sir, because we would oppose it, and that goes for our London superintendents too. I have already said they do enjoy a better rate of pay, but it is acknowledged by the provincial superintendents that that is purely and simply because of the different grade of responsibilities. On the question of London allowance we feel that the rent element is properly and adequately taken care of. There is this question of travelling, but when we get on to that we find there are varying degrees of the same problem in other big cities. We then come to the problem of the rural areas, and I know from experience this is a very serious problem. I would say in a rural area the cost of living generally is higher in an overall sense than it is in London. We have no multiple stores. To do major shopping a man and his wife and family have to travel anything from ten to forty or fifty miles to get to the really big stores—to buy a new overcoat, not to get a haircut probably.

716. The ladies go a long way for their hair.—That is true. But it is true that the rural areas are put to great inconvenience, not only with travelling, for that is more in a family sense than in a duty sense. What I fear is that if a London allowance is given to cover travelling, London officers themselves will probably suffer because there is going to be a stage reached when somebody is going to say, "This London allowance for travelling is costing a lot of money. In future we are going to allow nobody to live more than X miles from where they are working." Then they are going to be restricted as to where they live. The other problem is that someone will say, "Men are choosing to live long distances away because they know we are going to pay for their travelling", and I think it will lead to complications. If we try to deal with a problem of this kind in isolation it can raise a hundred and one different problems, such as a man in a rural area who says, "My wife looks after the

telephone. I have a twenty-four hour responsibility", and everyone will be coming forward with a reason why a particular thing is creating more expense for him, and we could be inundated with applications of this kind. So I think providing the pay is raised to a right standard the sum of £30 would be so small that the pay rise would nullify it completely.

717. You have your London colleagues with you on this, have you not? —Yes.

718. I admit yesterday on the spur of the moment I was impressed by the fact that the City Police have bought a number of houses for their men right outside the L.C.C. area. It is a long way. But it may be that that might have been at a time when housing was more difficult than it is now, and that sort of distance will not be officially encouraged.—I think, Sir, I should like Chief Superintendent Perry to speak on that. —*Chief Superintendent Perry*: I think, Sir, that the City Police did more or less indicate that they would be prepared to give that special consideration. Obviously if they require a man to live a long way away from the station in police quarters, then I am quite sure that the Commissioner would be prepared — I cannot prejudge what he would say about it — to give that special consideration. We take that rather as distinct from the London allowance. We have considered this very fully and cannot feel we could ask for this as against those men serving in places such as Liverpool and Glasgow.

Chairman: Are there any questions my colleagues would like to ask?

719. *Lord Geddes*: Yes. If we can turn to paragraph 96 — "If we are to halt this particular cause of wastage, etc." I do not quite follow this, because you yourself base the argument for improvement on restoration of relativity. If you increase the pay you will establish not a new relativity for the police, but a new relativity between the police and other people. If other people got an increase, would it not be

a reason for further claim for the relativity established by this Commission? —*Superintendent Vernon*: I thought we did meet the point when we said we should need periodic review.

720. If you are going to have a periodic review how can you make them immune from the effects of other increases? —Probably what we ought to have said to be more accurate was that the advance which should be given over other jobs which a policeman might take ought to be such that any immediate increase of pay in that other job would not be felt. The pay of the police should be sufficiently high and above those occupations that whilst at some stage, perhaps by two or three yearly reviews, it ought to go up again to take care of any increase in those other occupations. It should never be so near that one would be continually stepping above the other.

Lord Geddes: Thank you.

721. *Judge Temple-Morris*: I am taking you back to your fourth recommendation on promotion. You answered the Chairman on a basis of floating ranks. Has your Association considered the introduction of permanent additional ranks between the rank of police constable and police sergeant? —Yes, we have considered that, Sir, and we should say it would not be very practicable and would not be a satisfactory arrangement. We do not favour additional ranks in the middle.

722. *Dr. Macfarlane*: Would you clarify for me your remarks about the Police Council machinery? You said it was satisfactory in everything except pay. Then you went on to suggest it might be satisfactory in pay if it had something dictated to it. What was it that was to be dictated to it? —What I say is this: that if someone can say that the police should be taken out of a certain economic stratum and put at a higher level and should remain above people they were formerly below, if that were the case then I think the local authorities and the police authorities would find less difficulty in meeting a

claim, because at the moment two of the things which weigh heavily with them—and we do not discount this, we think they are right to think of these things—are (a) the effect on the rates and (b) the effect on other services, like N.A.L.G.O. and Probation Officers. Unless some body says firmly that the police should go into a different stratum and remain at that level, then we think they will always be in this difficulty with the negotiating machinery as we have got it, that they will have to take into account not only the effect upon rates but the effect on other services.

723. If the suggestion of the Federation were accepted, that the earnings index be used as a basis for police pay—the earnings index, for the sake of argument, plus 25 per cent.—and that there be an automatic review based on that, what would the Police Council have to do with it? Would there be any need for them to say that it was time for a change?—I think they would have to deal with it on that basis unless we got to the stage which the Federation suggested that not only should there be this automatic change with the wages index but from time to time there should be a complete reassessment to see if there are other factors, like increased responsibilities, which should be taken into account, and then I would say the Council would have to consider the matter fully.

724. Just one thing. You said “wages index”. Did you mean wages or earnings?—Earnings.

Dr. Macfarlane : Thank you.

725. *Chairman* : Following up that, what I gather you said was that you would be happy with the Police Council provided that this Commission has formulated, as it is asked to, the broad principles which should govern the remuneration of the constable—and, of course, our recommendations were accepted. You want the principles laid down which would govern the detailed working out by the Police Council; that is really it, is it not?—Yes. I think I ought to say this about past negotiations. I do to some extent blame

the Service for the low pay awards that have been made, and I do it in this sense, and I think it is right to put it this way. We have never had any negotiating machinery until the Council was set up and we were therefore pretty well babes in arms in the art of negotiation. We have never known how to do it, and we have had to feel our way. We have done it as honest policemen—I am not suggesting that other people who negotiate wage awards are not honest. We are in this position, that our very training teaches us never to inflate, never to exaggerate, and we have never at any stage—and I say this quite sincerely, having been involved in every pay claim made over the past twelve years—put in a claim which was weighted to take care of negotiations and expecting that it would be refused by so much and therefore inflated the figure. We have gone as we would to a court of law to give evidence and said, “This is what we think we ought to have” and not, “This is ten per cent. higher really and we do not mind if you do cut it”, and I think there is a difference in the way we approach these things because of the very way we are trained as police officers.

726. You said the Council had to consider rates and the burden on the rates, and secondly it had to consider repercussions. I should have thought you would say it had always felt itself bound by the principles of Oaksey.—I think that is true. Speaking of Oaksey, the reasons we mentioned the differential of Desborough for the higher ranks are—and we think it is terribly important from the career structure point of view that the higher ranks should get away from the constable.—that we never accepted Oaksey as a satisfactory settlement. There was a Superintendents’ pay committee sitting before Oaksey in 1947. That pay award was frozen. When it came to Oaksey we were given the 1947 pay committee award and that only. We were given nothing to compare with the increase given to the lower ranks. In other words, we got one increase to take the place of two. And we are quite sure that if the award

made in 1947 or 1948 had been implemented at the time Oaksey would have been bound to give some sort of increase—£50 or whatever it was—to the higher ranks, which of course they failed to do.

727. *Mr. Hale*: In relation to pension rights you used the words—" . . . should be waived for three years in respect of any member who is compulsorily retired within three years of any increase coming into effect."—Yes.

728. That does mean you are asking for people who retire after the award to get the benefit of any possible increase in pensions, but those who retire today to get none?—I think what we would say is if a date is fixed for the award anybody who takes a pension because of any of these three reasons after the date that the award starts should have the benefit of it.

729. That is dealing with people compulsorily retired?—Yes, but if they retire at a date which was within the pay award we would hope they would get the pension at that figure.

730. *Chairman*: It means compulsorily retired during the next three years after any increase comes into effect?—That is so, so that he would not suffer by the averaging.

731. *Mr. Hale*: There is one small point on establishment I do not know the answer to at all. We all know there have to be rather rapid concentrations of police on occasions of widespread search, an escape from Dartmoor, for instance.—There is a mutual aid system whereby one force can assist another.

732. Only a mutual aid system?—That is all. The Devonshire force would be primarily concerned, with such help as they could get from Somerset and Cornwall.

733. It would rest entirely with the Chief Constables of Somerset and Cornwall?—Yes.

734. And if you get the opening of a new motorway that makes a permanent addition to the needs of the

establishment?—I am sure that is so. Those connected with the motorway could answer that better, but I am sure it is so.

735. And on ceremonial occasions, too, there would obviously be a concentration of police. On those occasions are they supplemented by the Special Constabulary?—On occasions, yes.

736. But it mainly means drawing police all the time from one place or another from their normal allocations?—That is right.

Mr. Hale: I am much obliged. I was not clear about that.

737. *Sir Ian Jacob*: Could I ask another question about the Police Council? You felt that it was a satisfactory piece of machinery, although it had not been so in regard to pay because they had been bound by the Oaksey principles and by considerations of other kinds. Practically all the pay claims have at the end gone to arbitration?—Yes.

738. Had the arbitrators not felt themselves bound by those same principles? If the arbitrators could give an award why could not the Police Council?—I would not have thought necessarily the arbitrators were bound by the same principles because they do not directly represent the local authorities, I would not have thought so. I would have thought they were pretty free to do anything they liked within the pay structure of the other services and within the limits of the exchequer.

739. *Chairman*: It does look as if the Council, which broadly speaking you have been commending as a good organisation, has failed to settle points which the arbitrators were able to deal with to some extent at any rate.—Yes, I think that is true, which brings me back to the point that I think the representatives of the police authorities on the official side of the Council have been unduly influenced by the effect of any pay rise on local rates, and other services under their control.

740. It looks rather as if the official side of the Council have said, "Well, we had better say no; they can always go to the arbitrators."—Well, that may be so.

741. *Mr. Hobson*: There is a question I want to ask on establishment. It is quite plain from all the evidence we have had that the greatly increased requirements of the establishments are because there are so many additional services, specialist services.—Yes.

742. And I think you said they were only additional aids for the men on the beat and did not relieve him in any way?—Yes.

743. I entirely accept that for country districts and rural districts, but does not the fact that there is motorised control and wireless communication in a concentrated town area mean that, in fact, you do have a slightly reduced requirement for the beat; or putting it the other way the man on the beat can cover a larger area if he has the reserve aid to come to his assistance very quickly?—I should not have thought so. It is difficult to say it would not make some difference, but the man on the beat is on foot and is accessible to the public, he can speak to the public, he can see the public, he can see what is going on. If you get a motorised man in a busy city he can do very little as a beat constable, because his attention is concentrated on traffic. If one took it in a broad sense one would have to admit it is only additional help and it does not mean instead of having ten men you can manage with nine by having motorised people about. I do not think it would affect it in that sense at all.

744. *Dr. Macfarlane*: There has not been very much talk in your memorandum on pensions. You will be aware that when the policeman's wages have been calculated in the past an element for pension has always been put in for comparison purposes. Have you any views on that?—We agree entirely with the Federation's view on that, that

it has been very much over-emphasised. It should be taken into account of course generally speaking in the same way as any other occupation. We agree entirely with what the Federation say.

745. In Desborough days the police pension was really worth something.—That is so.

746. Have you any views on what it is worth now, having regard to the fact that there are so many people on pension schemes now?—In terms of L.S.D. it is worth exactly what it was worth before from the man's point of view, but in terms of incentive and keeping the man in the Service of course it has lost practically the whole of its appeal. I do not think the Service has the same feeling today at all.—*Chief Superintendent Perry*: Could I give one practical example of that. When I joined the force in 1928 a relative of mine left the Service on pension and went to live in an agricultural village in Essex. His pension was then £3 a week and the agricultural labourer was earning 30s., which was subject to deduction if he lost any employment through wet weather.

747. *Chairman*: The Federation were very much inclined to tie their outlook with regard to pay to average industrial earnings, and there was a sort of philosophy about that that the policeman is part of the general working community and should be treated as such and that he wants to feel that he is a normal part of the working community. When one reads the Chief Constables' memorandum one finds rather a different approach, and a comparison with minor professions. There is, of course, a third sort of approach, that the police are not really so much like men making motorcars and things of that kind, and the police force is more accurately described neither as a profession or an industry but as a service, like the armed forces or something of that kind. Would the Superintendents feel they could comment on what the Federation and the Chief Constables said about that?—*Superintendent Vernon*: We have refrained

from making any comparisons with other walks of life because it has always been an established principle that we in the Service are incomparable because we do not compare in any general sense with the worker and we do not compare with the professions; we are an in-between, we are a mixture of both, and we have to mix with both and work with both. I would say it is very difficult to tie us with one or the other. The only way in which I would agree with the Federation is that one has to find some level at which the pay must be fixed, and if the policeman can be placed so that he is in the position that he is slightly above and respected and admired, not only as a man, but because of his economic position, by the great mass of the population—we realise there are always going to be people higher paid who will feel themselves above a policeman—but we feel that the great mass of the community should be able to say, "He is somebody that counts in the world and is not somebody there to be trodden on by any Tom, Dick or Harry." To say that we are professional or industrial is rather difficult, and I would prefer to keep ourselves aloof from that and ask you to say the police ought to have the respect of the mass of the community both socially and economically. That is where the policeman ought to lie.

748. Would any of your colleagues at the table like to add anything on any point?—May I add one word?—*Chairman*: Certainly.—There was a matter raised with the Federation yesterday which you yourself raised, the question of taking other employment. We feel rather strongly about

this, and I hope you will not mind my bringing this in. Most of us feel that whatever job you occupy you should never be dependent on a second job to live decently, and from that point of view we deprecate any suggestion from anybody that a policeman ought to augment his pay by other employment. But speaking quite apart from that we think a policeman is in quite a different position from any other member of the community because he can be very easily embarrassed. You yourself mentioned the case of teaching the daughter of a friend to drive. The very next week he may be faced with dealing with this very same girl in a motor accident with a case of driving without due care and attention arising out of it. It can lead to great embarrassment. The same thing applies if you do somebody's garden or they buy your produce from you. You say "Those who buy from you are jolly good chaps and those who do not are stinkers." I would say this. There is not a job that a policeman should do, as distinct from doing a friendly service, such as doing the neighbour's garden for him for nothing. There is not a job a policeman can do for payment where he might not put himself in difficulty, and I think the Commission should take account of that.

Chairman: Thank you very much. I think that covers the ground of the evidence you have placed before us.—May I say thank you for the very kind way in which you have received us?

(The witnesses withdrew.)

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Royal Commission on the Police

MINUTES OF EVIDENCE

4 (Part II)

Fourth Day, Wednesday, 27th April, 1960

WITNESSES

Association of Chief Police Officers
of England and Wales



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MR. SYDNEY LAWRENCE, O.B.E.

MR. DOUGLAS OSMOND, O.B.E.

MR. NORMAN GOODCHILD, O.B.E.

The following representatives of the
CHIEF CONSTABLES' (SCOTLAND) ASSOCIATION
were also present

MR. JOHN INCH, C.B.E.

MR. J. A. ROBERTSON, O.B.E.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

Royal Commission on the Police

FOURTH DAY (Part II)

Wednesday, 27th April, 1960

Present:

SIR HENRY WILLINK, BT., M.C., Q.C. (*Chairman*)

MR. J. C. BURMAN

SIR IAN JACOB, G.B.E., C.B.

LORD GEDDES OF EPSOM, C.B.E.

DR. J. W. MACFARLANE

DR. A. L. GOODHART, K.B.E., Q.C.

MRS. M. A. RICHARDSON

MR. C. L. HALE, M.P.

MRS. K. RYDER RUNTON, C.B.E.

MR. J. G. S. HOBSON, O.B.E., T.D.,

JUDGE OWEN T. TEMPLE-MORRIS, Q.C.

Q.C., M.P.

SIR GEORGE TURNER, K.C.B., K.B.E.

MR. T. A. CRITCHLEY (*Secretary*)

MR. D. G. MACKAY (*Assistant Secretary*)

First Memorandum of Evidence submitted by The Association of
Chief Police Officers of England and Wales

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INTRODUCTION

The Association of Chief Police Officers of England and Wales was formed in 1944 by the fusion of the two former Associations of Chief Constables which had existed for many years. It incorporates in full membership all Chief Constables and Assistant Chief Constables of City, Borough and County Forces in the two countries, the Commissioner and all senior ranks down to and including Deputy Commander of the Metropolitan Police and the Commissioner and Assistant Commissioner of Police of the City of London.

England and Wales are divided into nine Chief Constables' Conference Districts, the ninth comprising the Metropolitan Police District and the City of London. Each District Conference appoints its own Chairman and Secretary and also appoints representatives from City and Borough and County forces to form an Executive Committee of the Association. This Executive Committee is empowered to speak and negotiate for its members collectively and it appoints the English and Welsh Staff Side of Panel "A" of the Police Council for Great Britain.

In another capacity, the Chief Constable members of the Executive Committee of the Association, together with the Commissioners of Police of the Metropolis and the City of London, comprise the Central Conference of Chief Constables, sponsored and organised by the Home Office to advise the Secretary of State on technical matters and to achieve co-operation and co-ordination of effort between the police forces of the country.

The Executive Committee of the Association also appoints representatives to numerous National organisations, committees and other bodies which have relationships with police work or common professional interests.

The Association wishes to make it clear that each Chief Officer still retains full individual responsibility and independence. The Association has no authority over its members. No member is bound in his professional activities by any decision of the Executive or of the Central Conference.

Nevertheless, in the preparation of this memorandum and of memoranda for subsequent submission to the Royal Commission, the Association has achieved full consultation between its members and the memoranda seek to express the considered views of all individual members. Where there is any substantial difference of opinion or reservation regarding the conclusions reached, this will be indicated.

It is understood that the Commissioner of Police of the Metropolis will be submitting separate evidence but it should be stated that throughout all the deliberations which preceded the drafting of this particular memorandum the Commissioner or his representative has been present and is in broad agreement with the views expressed.

Chief Officers of Police of Scotland have also participated in discussions. They fully support the views of this Association but hope to have the opportunity of dealing with points pertaining particularly to Scotland when the Royal Commission visits Edinburgh.

It is recognised that other terms of reference are bound to some extent to impinge upon this particular term of reference taken in isolation. On such matters detailed views will be expressed later, but it may be accepted that where any controversial points are made affecting the arguments regarding police pay, they will in due course be justified in detail.

I. PREVIOUS REVIEWS OF POLICE PAY

1. The last half century has seen two major reviews of police pay—by the Desborough Committee, which reported on the subject in 1919, and by the Oaksey Committee, whose first report was published in April, 1949. The terms of reference of the Desborough Committee were :—

"To consider and report whether any and what changes should be made in ... the rates of pay ... of the police forces of England, Wales and Scotland";

while the Oaksey Committee was asked :—

"To consider in the light of the need for the recruitment and retention of an adequate number of suitable men and women for the police forces of England, Wales and Scotland, and to report on pay ..."

Some points will be made later on the significance of the difference in these terms of reference.

2. The Desborough Committee for the first time drew the attention of the public to the quality of the work of a police officer and to the high moral standards and the degree of professional skill required. Relevant extracts from the report have been quoted many times and doubtless they will be referred to again by many witnesses before the Royal Commission, but no apology is offered for incorporating these extracts in this memorandum; in the view of the Association they are fundamental and form the basis of the development of the office of Constable over the past 40 years.

3. In dealing with the status of the police, the Desborough Committee said (paragraph 6):—

"In this country the whole power of the Constable rests on the support, both moral and physical, of his fellow citizens. We desire to emphasise this point as in our opinion it has an important bearing on the relations between the police and the public—as to the consideration to which the police are entitled on the one hand and their obligations to the public on the other."

This statement can be regarded as a useful basis for the consideration of this, the fourth of the terms of reference of the Royal Commission. The police owe a duty to the public, but at the same time *the public owes a duty to the police*. Unless the contract is fulfilled by both parties, its objects—the maintenance of law and order by citizens acting on behalf of citizens—cannot be fulfilled. Public support, without which the police are powerless, can be made manifest only by affording to the police their proper status. It is true (perhaps unfortunately) that today the average man assesses the status of an individual by the level of his remuneration.

4. On the subject of remuneration, the Desborough Committee had much of importance to say, notably (paragraph 77):—

"We are satisfied that a policeman has responsibilities and obligations which are peculiar to his calling and distinguish him from other public servants and municipal employees *and we consider the police entitled thereby to special consideration in regard to their rate of pay and pension.*"

5. The Oaksey Committee in its report endorsed and adopted these views (paragraphs 18 and 19) quoting in extenso the various factors which led the Desborough Committee to its conclusions, adding (paragraph 19):—

"We are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less; and we have had this at the forefront of our minds in all our enquiries into police emoluments";

and (paragraph 66):—

"A strong and efficient police service is necessary for the well-being of the community to a greater degree than any other public service in peacetime."

That being so, the Oaksey Committee could have been expected to fix standards of remuneration that would have stood the test of time. In this respect the Oaksey Committee failed. Within two years the Trustam Eve Tribunal was entrusted with the task of the re-appraisal of police pay. Substantial increases (of the order of 20%) were awarded.

6. The Eve Tribunal felt itself bound by the Oaksey Committee findings on the pay levels and pay structure of the Federated ranks of the Service; the Tribunal was able, however, to make an award based on two factors—firstly, the change in the cost of living, coupled with pay increases awarded in other walks of life since the Committee reported, and secondly, the urgent need to attract recruits. Paragraph 23 of the Tribunal report reads:—

"We have come to the conclusion that in present circumstances a man constable ought to receive at the minimum an increase of £70 a year above his present salary of £330. This is £30 more than the increase to which we think he is entitled in relativity with other workers by reason of changes since consideration of the Oaksey Committee (late 1948). We recommend it solely upon the ground that it is in the national interest to "man up" the police force and that any less increase would neither attract nor retain the necessary number of the existing forces."

7. Having regard to the fact that the Oaksey Committee was expressly charged with the need to assess pay on the "attraction/retention" principle, it is significant that less than two years later the Eve Tribunal had to offer the not inconsiderable bonus of £50 per annum as a "bait." The Tribunal recognised that the original award was insufficient to attract and retain; unfortunately it regarded as improper that it should address itself also to the question of the fairness and the rightness of the Oaksey Committee's evaluation of the services of the Constable to the community.

8. It is the view of this Association that the Oaksey award failed then and has continued to fail, for the following reasons:—

- (a) The principle implied in the terms of reference of the Oaksey Committee—"to consider and report on pay in the light of the need for recruitment and retention..." is too narrow and is no longer acceptable as the predominant factor in determining pay levels.
- (b) That insufficient recognition was given to the responsibility of a Constable, the difficulties of his work and the need to maintain his status. While the Desborough Committee findings on these points were accepted and endorsed by the Oaksey Committee there was inadequate re-appraisal in the light of changed conditions and the increased responsibilities and functions of a police officer.
- (c) That the Oaksey Committee placed too much emphasis on the value of the emoluments of the police.

9. At the same time, this Association submits and will demonstrate that even the Oaksey levels of remuneration have not, over the years, been maintained in relation to the pay levels applying in other occupations. The application on several occasions of negotiating techniques (also recommended by the Oaksey Committee) has ultimately resulted in a significant depression in police pay levels.

10. But before these four factors affecting police pay today are considered in detail, the actual failure of the Oaksey recommendations can only be established by consideration of recruitment and wastage during the period subsequent to the application of the "corrective" of the Eve award. Doubtless similar figures will be made available to the Royal Commission from other sources but there have been occasions when spokesmen for the Central Government have indicated that these figures are not altogether unsatisfactory. This Association *emphatically refutes this suggestion*. Based on existing establishments the rate of recruitment can be regarded as adequate in terms of numbers, but—

- (a) because of the many unattractive features of police work and conditions of service, the rate of wastage is excessive and uneconomic;
- (b) for the same reasons, the field of selection is very limited;
- (c) in any case establishment figures relied upon by the Central Government do not reflect the real needs of the country if it is to be efficiently, but not excessively, policed.

II. ESTABLISHMENTS AND THE EFFECT OF RECRUITING AND WASTAGE

11. During a recent debate in the House of Lords, concern was expressed regarding the state of the police, particularly with regard to the shortage of men and the need for paying adequate salaries. In his reply to the debate, the Lord Chancellor indicated that he felt there was little wrong with the Police Service, particularly under the two headings to which reference had been made. He pointed out that in each of the last four years the number of police in England and Wales has increased, never by less than 900 and in one year by 2,500, and that at the same time the number of civil staff and cadets has considerably increased. He expressed the view that the present establishments were realistic in most of the counties and boroughs but possibly this was not so in the larger conurbations.

12. This is over-simplification to a degree and Chief Officers call attention to the need for a more detailed analysis of the existing position.

13. At Appendices "A," "B" and "C" are figures for establishments, recruitment and wastage. The overall situation is given in Appendix "A" for the years 1949 to 1959.

inclusive, whereas recent recruitment and wastage is analysed for the years 1954 to 1959 in Appendices "B" and "C."

The overall position (Appendix "A")

14. Since 1949, 58,924 men have joined the Service. In the same period wastage has been 46,163; of these men, 23,838 have left for normal reasons—on long-service pension or medical grounds, or for other reasons such as dismissal or death. Thus, in eleven years, 22,325 men have left the Service for a variety of other reasons; their loss can only be described as "abnormal wastage."

15. The ratio of abnormal wastage to recruitment over the eleven-year period is 37.7%. In other words, for every ten men that are brought into the Police Service, four have been lost for other than normal reasons.

16. This ratio of abnormal wastage to recruitment has been practically constant over the whole period. For the years 1949, 1950 and 1951 (immediate post-Oaksey) the ratio was 36.8%, for the years 1952, 1953 and 1954 it was 37.1%, and for the past five years it has been 38.5%. The tendency for this ratio to increase has become more marked in 1960. In January and February of this year 815 men have been recruited. There has been a wastage of 792, and of this number 477 comprise abnormal wastage. *The ratio of abnormal wastage to recruitment for the early months of 1960 has therefore been 58.5%.*

17. During the last six years the number of recruits was at its maximum during 1956 (the year when the strength of the Police Service improved by over 2,500 men). Since 1956 the recruiting rate has dropped slightly but steadily until in 1959 the figure was 5,433. Abnormal wastage has been steady at approximately the 2,000 mark for the past three years. In 1955 (just outside the four-year period quoted by the Lord Chancellor) total wastage exceeded recruitment by some 700 men.

18. No doubt there is a measure of comfort for the optimists in the percentage vacancies in Column 3 of Appendix "A". Here on the face of it the position is satisfactory since the percentage of vacancies is steadily dropping, but the rate of fall has been slowest over the past three years and in any case scant satisfaction can be gained from the fact that it has taken eleven years to effect a reduction of 10% in the percentage of vacancies.

19. The authorised establishment for police for England and Wales has grown from 70,274 in 1949 to 75,400 in 1959. *On this basis a 7% deficiency in 1959 is satisfactory compared with a 17% deficiency in 1949, but had there been no abnormal wastage the strength of the Service today would exceed the present authorised establishment by more than 16,000 men.*

20. This raises the important point of what should be the total establishment of Police Forces. Those who are complacent regarding a mere 7% deficiency in strength are ignoring the facts. Since 1938 there have been, admittedly, increases in authorisations amounting to some 14,000 men. But these have been quite inadequate to meet the real requirements of the Service. For many years it has been Home Office policy to withhold approval of augmentations in a particular force as long as the strength of that force is appreciably below its existing establishment.

21. Because of this policy, a false picture of the establishment/strength position has been given to the public. It is difficult to indicate precisely what the overall establishment should be but the following are some of the factors which affect the figure:—

- (a) The enormous post-war increase in police work, particularly with regard to crime and traffic. This will be dealt with more fully later in this memorandum.
- (b) The reduction in effective coverage as a result of the reduced working hours of a policeman. Annual and Bank Holiday leave has been extended from 12 to 23 days; increased refreshment periods have been authorised; in 1955 three days' leave every fortnight replaced the weekly rest day that had applied since 1910. These and other factors have created the position that *today 125 men are needed to provide the coverage supplied by 100 men before the war.* This can be demonstrated with precision and is no mere estimate.

22. In particular, the grant of an additional day's leave every fortnight in 1955 involved

an almost automatic demand for an increase of the order of 10% in the ranks affected. By careful scrutiny of duties and effecting economies in manpower wherever possible, most Chief Officers were able to keep their requests below this figure, but in 39 cases the reduced augmentation asked for has not yet been authorised, or has been only partially authorised.

23. The economic use of manpower is a problem which has constantly received the attention of Chief Officers and of Police Authorities. The number of civilian staff employed has risen from 3,881 in 1949 to 7,503 in 1959. More mechanisation and better communications have been introduced. With these advantages it is frequently argued that no further increases in establishments should be necessary. This shows a complete failure to appreciate all the problems involved. There is a limit to mechanisation and the use of civilians, which merely relieve the Constable of some of his clerical and administrative duties, and reduce wasted time. But they are no substitute for the eyes and ears of the Constable, the exercise of his powers or the use of his police training and intelligence. Very few further economies are possible; most office and administrative staffs have been stripped of all policemen except for that work where police training is essential. At one time police employed in offices formed a useful reserve against emergencies; in the opinion of many Chief Officers a dangerous situation has been created by the abolition of this reserve.

24. Substantial increases in establishments are still necessary in most forces. Chief Constables recognise that these increases will have to be realistic and kept to a minimum because of the cost to the country and the limited availability of suitable men. But the Association is satisfied that if police forces are to give an adequate service for "the prevention and detection of crime, the protection of life and property, and the preservation of public tranquillity" there must be many more police available than are permissible within existing establishments. These additional men are needed quickly. The standards of maintenance of law and order are depreciating—to the misfortune of the public—and if recruiting and wastage continue at their present rates the Police Service will simply not be able to meet the increasing demands made upon it.

Recruitment

25. To return now to Appendix "B." Points needing emphasis are:—

- (a) An annual average of 17,000 or 18,000 formal applications are received to join the Police Service but these applications are received from only half the total number of people who enquire about the possibilities of service in the Police. In other words, one in every two young men who is contemplating a police career is for some reason discouraged from finally submitting an application. Of the actual applications submitted every year, between 2,000 and 3,000 are not in fact pursued.
- (b) About one in every three applicants for the Service is appointed. The remainder are rejected for a variety of reasons, the most common of which is failure to achieve the necessary educational standard.
- (c) While, as has been pointed out, in the last three years the number of men appointed has been decreasing, the proportion of those appointed who had previous service as police cadets is increasing steadily and approximately one-quarter of all recruits to the Service in 1959 came from this source. This compares with a proportion of one in every twenty in 1954. Thus any expression of satisfaction at the rate of recruiting must be qualified by the fact that there is a rapidly decreasing interest in the possibilities of the Service by members of the public who have not previously been police cadets.

26. This is a serious matter; for generations the Police Service has been composed of a cross-section of the community; men have come from all walks of life and by their experience have been able to contribute something useful to the Service. While no one would decry the value of the police cadet as a means of recruiting, concern has been expressed recently by many Chief Constables at the very high proportion of cadet recruits. It has even been suggested that the proportion should be limited in order to ensure an intake of men with worldly experience outside police circles.

Wastage

27. It is with abnormal wastage, i.e. wastage not accounted for by retirements on ordinary or medical pension or dismissals, that concern must be felt. The figures at Appendix "C" analyse the stages of their service at which men are leaving for special reasons and the reasons they give are also broken down. The following are the important points :—

- (a) Wastage is highest among probationers, where it is of the order of 1,000 men a year.
- (b) The number of experienced men of 10–25 years service who voluntarily resigned from the Service in 1959, at 184, was the highest for the past six years ; the total number of such men resigning during the last three years was very nearly double those resigning in the previous three years.
- (c) The reasons given for resignation are many and varied and some of them are inter-related. For example, there is a very narrow margin to decide whether a man resigns because he " Considers the pay inadequate " or because he " Has a better situation to which he can go. " " Dislike of discipline " is closely related to being " Unable to settle down to police work. " Broadly, the reasons for resignations can be grouped as follows :—

Wastage 1954–1959

(i) Connected with material rewards	5,395
(ii) Connected with the nature of the work	3,177
(iii) Effect on home life	2,502

At the same time there is every reason to suppose that if financial compensation had been adequate, many of the resignations in (ii) and (iii) would have been avoided.

28. It is therefore now intended to examine in detail the reasons attributed by this Association to the failure of the pay structure resulting from the Oaksey/Eve awards.

III. GENERAL PRINCIPLES IN ASSESSING PAY

29. The last decade has seen a series of pay awards for the Constable—

The Oaksey award	July, 1949
The Trustram Eve award	August, 1951
Police Council award	January, 1954
Arbitration award	September, 1955
Arbitration award	February, 1957
Arbitration award	April, 1958

In consequence, the pay range of the Constable has been varied from £330 per annum—£420 per annum at 22 years service in 1949, to £510 per annum—£695 per annum at nine years service today.

30. The Oaksey award is the basis of the other awards. Since 1949 all tribunals have set their face against any alteration to the Oaksey " basis " on the grounds that the Oaksey Committee professed to have taken into account at that time all special features of a police officer's life and work before proceeding to make recommendations arising from its terms of reference :—

" . . . in the light of the need for recruitment and retention. . . "

31. The Eve award was to some extent inconsistent with the contention that the Oaksey scales could not be interfered with, for it included an element to attract and retain men in the Service which was supposed to be the whole foundation of the Oaksey findings. But in the main, changes in pay levels since 1949 have been entirely because of changes in the cost of living.

32. The facts given in the previous section of this memorandum and Appendices " A, " " B " and " C " show :—

- (a) That neither the Oaksey award nor the Eve award had more than a very temporary effect on either recruitment or wastage.

- (b) That the rate of recruitment has been adequate for the needs of the Service and abnormal wastage could have been avoided.
- (c) That this abnormal wastage is due to the disillusionment of men *after they have actually experienced conditions* as serving officers. They have found that better or at least equal pay and conditions are obtainable elsewhere without the hardships and disadvantages of police work.

33. The inference that can reasonably be drawn is that the combined Oaksey/En award was arrived at by an assessment of the work and responsibility of a police officer followed by determination of—

- (i) the *minimum* amount necessary to persuade men to take on this work and responsibility ; and
- (ii) the minimum further amounts required to keep men in the Service after discovering for themselves what is expected of them and the effect of their work on their personal lives.

34. Such principles lead inevitably to two results. As rates of pay improve in other occupations, less arduous and less responsible, a sense of frustration is experienced and wastage is abnormally high. Secondly, *there remains in the Service a large number of men who, although not prepared to take the positive step of seeking other work, still labour under the same sense of frustration.* This is bad for morale, bad for efficiency and bad for recruiting—since the satisfied policeman is the best possible recruiting officer.

35. The Association does not have to rely entirely on its own experience in the connection to justify the suggestion made on Page 7 that the "recruitment/retention" principle is too narrow to be any longer acceptable as a basis for determining pay levels. The Royal Commission on the Civil Service 1953/1955 (Cmd. 9613) examined this principle at some length ; many of its findings regarding the pay of the Civil Service apply equally, and perhaps with even greater force, to the Police.

36. This Royal Commission on the Civil Service—the "Priestley Commission"—gave careful consideration to the findings of its predecessor (the "Tomlin Commission") which held that :—

"The basis of remuneration in the Civil Service should be such as is sufficient to recruit men appropriate to the particular duties they have to perform and to retain them in the Service without loss of keenness or efficiency."

37. The Priestley Commission commented on this observation as follows (paragraph 90) :—

"We do not think these statements go to the heart of the matter. *We believe that the State is under a categorical obligation to remunerate its employees fairly and any statement of end which does not expressly recognise this is not adequate.* . . . We believe that it is true in a general way that if rates of pay for the Civil Service are what we should call fair they will probably over a period of time and in most cases enable the Service to recruit and retain an efficient staff. . . . The converse of this cannot, however, be logically inferred. The proposition that the Civil Service is recruiting and retaining an efficient staff does not necessarily prove the proposition that the rates of pay are fair."

The Priestley report continued :—

"First, we do not believe that financial considerations are the sole or even always the principal incentive which attracts recruits to the Civil Service or indeed to many other occupations. Tradition, family background and sense of vocation may all play a part so that except in the very long run and in a very general way there may be only a tenuous connection between recruitment and rates of pay. This we should consider particularly true of the Civil Service and other employments in which there is a strong element of vocation."

38. These words can be fairly and squarely applied to the Police Service ; without a sense of vocation a Constable cannot be expected to withstand the severe tests of his personal character and the many inconveniences and hardships of his work. But a sense

of vocation cannot long survive if his salary is such as to degrade him in status and to impose hardship on his family.

39. It should be emphasised that it does not follow from the foregoing, nor is it suggested, that there is any marked similarity in the duties of a Civil Servant and those of a Constable, but there are many similarities of principle which have been further underlined by the comments of the Priestley Commission (paragraph 95) :—

"We consider that the end must be stated in rather wider terms. . . . We would express it more fully as the maintenance of a Civil Service *recognised as efficient and staffed by members whose remuneration and conditions of service are thought fair both by themselves and by the community they serve.* This ideal can in fact never be absolutely achieved but the aim must be to approach it as closely as possible. Every individual and every organised body concerned with pay problems is bound to some extent to take an *ex parte* view and this bias is bound to prevent exact identity of opinion. Equally the public and Parliament are rightly bound to exercise the highest degree of vigilance over all instruments of Government, including the Civil Service, which is especially susceptible to criticism *because of its continual impact upon so many aspects of the daily life of the ordinary citizen. There is, however, the possibility that this vigilance itself, if over-zealously applied, may lead particularly or indirectly to unreasonable depression of Service standards of pay and conditions.*"

40. The Priestley Commission thus put the principle of "attraction and retention" into its true perspective—it does not lead to a fair basis of remuneration. It is urged that this principle should no longer be applied to the Police, whose pay must in the future be thought fair by both police and public.

41. In abolishing one yardstick, the Priestley Commission was forced to find another. It therefore enunciated the principle of "fair comparison" (paragraph 96) :—

"We think that a correct balance will be achieved only if the primary principle of Civil Service pay is fair comparison with the current remuneration of outside staffs employed on broadly comparable work, taking account of differences in other conditions of service."

42. It is in this respect that the analogy with the pay principles of the Civil Service is not complete. There are many occupations that can be compared in *some small part* with police work ; there is no one occupation which comprises *all* the relative elements in the working life of a Constable. A policeman must therefore be paid in accordance with his unique status in the community on the justifiable assumption that his status is established by his essential integrity, his responsibilities, the nature of the work and the element of skill involved and his readiness to accept personal hardships and disadvantages in the public interest. At the same time it is recognised that in the final evaluation and translation of status into terms of pounds, shillings and pence, there must inevitably be some comparison with other walks of life—however dissimilar the work involved—in order to arrive at a level of pay which will establish the Constable in his rightful position in the community.

IV. THE STATUS OF THE POLICE OFFICER : HIS WORK AND RESPONSIBILITIES

43. Pay and status are in one respect complementary ; pay should reflect status and status should reflect pay. The day is long since past when the dignity of a calling was enhanced by, or was a compensation for, paucity of remuneration. As a corollary remuneration must be fair. Unduly inflated scales of pay will *not* improve the policeman's status but will lead to public resentment ; acceptance by the police of inadequate rewards will result in public suspicion of the quality of those accepting them or, at the best, to mild derision. In either circumstance the police and public will be out of sympathy and the essential cog in the machinery for the maintenance of law and order in this country will be missing. From a body with the impartial authority of a Royal Commission a clear statement emphasising the dignity, public importance and value of the office of Constable will ensure public support not only for the principles of pay which these factors justify but also for the daily work of the police. It is hoped that the detailed considerations set out below will be of assistance to the Royal Commission in this respect.

Moral qualities required in the Police

44. A mass of case law underlines the unique constitutional position of the Constable. The two most important recent cases are *Fisher v. Oldham Corporation* (94 J.P. 132) and *Attorney General for New South Wales v. Perpetual Trustee Company (Limited) and Others*, which clearly establish that a Constable exercises as an individual powers and duties inherent in and peculiar to his office. He is not an agent of any other authority, central or local, or indeed of any superior officer. He is *personally* responsible for all his actions and although he is a citizen mainly exercising the powers and duties of a citizen, he also exercises other powers conferred on him by law by virtue of his office; in exercising these powers he does so on his own initiative and is liable in law for any impropriety. His authority is original, not delegated, and exercised at his own discretion by virtue of his office.

45. The Desborough Committee commented :—

"... a policeman has responsibilities and obligations which are peculiar to his calling which distinguish him from other public servants and municipal employees. . . ."

and went on to say (paragraph 29) :—

"The burden of individual discretion and responsibility placed upon a constable is much greater than on any other public servant of subordinate rank."

If anything this is an understatement, for in exercising his powers and performing his duties a Constable is subordinate only for administrative purposes and the internal discipline of the force which is exercised through the Discipline Code. In his work his ultimate responsibility is to the law.

46. This Association wishes to stress that this doctrine of the personal responsibility of the Constable is the most important principle underlying the British Police System. It is more—it is the root and branch of our democratic way of life. Too often in articles and discussions on the British Police this concept of a Constable as a responsible individual is dismissed as being merely an interesting feature of an almost incomprehensible system.

47. It follows that in the discharge of his responsibilities, moral qualities of a high order are called for. There must be rigid standards of personal discipline to which the Discipline Code of the Service is purely supplementary. A police officer must recognise where his duty lies and must be prepared to perform that duty, whether technically "on duty" or off, without regard to his own convenience or personal sympathies and generally without reference to a higher authority or assistance from superior officers. Mental honesty and moral courage are called for; it is not easy for a man to make a decision affecting, perhaps, the liberty of the subject with the knowledge that his action may be scrutinised in the highest courts of the land.

48. Absolute integrity is fundamental. In making his personal decisions he must be capable of resisting all corrupt influences, pecuniary and otherwise. While no police officer would suggest that there should be a premium placed on honesty, nevertheless it is important that a man should be sustained in his resolution to resist corrupt influences by the knowledge that he personally is receiving a square deal from the community he serves.

49. A policeman must have the personality and qualities of leadership so that his mere presence in a difficult situation will invoke the confidence and hence the assistance and co-operation of the public. He must be so much the master of the situation that even should he take unpopular action in big or small events he will not arouse active antagonism.

50. His personal character must be such as to withstand severe tests at the hands of those with whom he is dealing. He must return courtesy for rudeness, he must be equable when tempers are high. Under no circumstances must he allow himself to be provoked into taking action which is outside the law. Above all, he must be prepared to maintain the dignity of his office in the face of entirely unjustifiable accusations against his personal character and integrity in the street, in the press and in the courts.

51. This latter point is worth full consideration. The law of this country is ever

vigilant on behalf of an accused person. From the moment at which a person is detained or a charge is levelled, a mass of restrictions are imposed on his accusers in order to ensure that the defendant is given a fair trial. If these restrictions are ignored the courts can be very severe; at times a police officer may wonder during the proceedings in which he is interested whether he is on trial rather than the person in the dock. In his book "The Criminal Prosecution in England," Sir Patrick Devlin refers to this :—

"It is a habit of Counsel for the Defence to make the most of minor uncertainties or discrepancies and to deal with a police officer in cross examination as though any venial sin to which he might admit justified his professional damnation."

52. Frequently the process is carried even further than Sir Patrick Devlin indicates. In a recent case at the County of London Sessions, serious allegations were levelled at a police officer. "When that happens," said the Deputy Chairman, "the jury are sometimes minded to consider they are trying the police officer. It is a type of defence which is becoming fashionable these days." Fortunately in this, and in a later similar case at the same Sessions, the jury completely vindicated the police officers concerned. But it is not an attractive feature of police work that police officers in doing their duty are compelled to listen to insinuations and allegations that impugn their integrity, and it requires great strength of mind to maintain composure and impartiality in such circumstances.

53. Finally, the policeman must have the common touch. He must be able to deal with all classes of people whatever the occasion, so that he gets the best reactions from them; at the same time he must maintain the prestige of the Force and respect for his office. This implies an ability to assess character almost on sight and to adapt his attitude and approach accordingly.

Standards required on admission to the Service

54. There is an undoubted need to attract to the Police Service persons of the best educational qualifications and background in order that the future leaders of the Service may be found from within its ranks. But fundamentally the average Constable must be an average man with reasonable education, abundant commonsense, of good character and no undesirable associations.

55. Regulations 4 and 5 of the Police Regulations, 1952, prescribe :—

"4. (1) No person shall be eligible for appointment to a police force and the services of a member of a police force may be dispensed with at any time if without the consent of the chief officer of police—

- (a) he carries on any business or holds any other office or employment for hire or gain; or
- (b) he resides at any premises where any member of his family keeps a shop or carries on any like business; or
- (c) he holds, or any member of his family living with him holds, any licence granted in pursuance of the liquor licensing laws or the laws regulating places of public entertainment in the area of the police force in which he seeks appointment or to which he has been appointed, as the case may be, or has any pecuniary interest in any such licence; or
- (d) his wife or her husband, not being separated or divorced from him or her, as the case may be, keeps a shop or carries on any like business in the area of the police force in which he or she seeks appointment or to which he or she has been appointed, as the case may be.

"5. A candidate for appointment to a police force—

- (a) must produce satisfactory references as to character. . . .
- (b) must, in the case of a man, have attained nineteen years of age and not have attained thirty years of age. . . .
- (c) must be certified by a registered medical practitioner approved by the police authority to be in good health, of sound constitution and fitted both physically

and mentally to perform the duties on which he will be employed after appointment ;

(d) must, if a candidate for appointment as a constable—

- (i) save for special reasons approved by the Secretary of State, be not less in height than 5 feet 8 inches ; and
- (ii) satisfy the chief officer of police that he is sufficiently educated by passing a written or oral examination in reading, writing, and simple arithmetic or an examination of a higher standard, as may be prescribed by the chief officer of police ;

(e) must give such information as may be required as to his previous history or employment or any other matter relating to his appointment to the police force."

56. These standards are absolute ; a Chief Officer of Police can accept nothing less. An impeccable character, a good physique, a reasonable standard of education—these are qualities which individually are commonplace enough but the need for a combination of all these effectually narrows the field of selection. Reference to Appendix "B" will indicate the extent to which each factor serves to eliminate candidates. The educational examination is apparently the most difficult single obstacle, yet this examination is set at the minimum level necessary to ensure that candidates are mentally equipped to deal with the complexities of law and procedure which are described later.

57. The process of elimination is not completed by satisfaction of the standards required in the Regulations. There must be personal selection by the Chief Officer of Police. The applicant must have the bearing to wear his uniform with distinction and dignity ; there must be indications of a "personality," of strength of character and self discipline, of intelligence and quickness of perception and of the ability to make a decision. Above all, the candidate must clearly recognise and accept that he is not merely taking on a job with limited working hours, but is embarking upon a new way of life.

58. The high proportion of rejections, analysed at Appendix "B," is therefore not surprising. The processes of selection result in the main in the recruitment to the Service of a thoroughly sound citizen who has now rapidly to acquire the knowledge without which he cannot discharge his duties. He is on probation for two years—during that time his services may be dispensed with if the Chief Officer of Police considers that the probationer "is not fitted, physically or mentally, to perform the duties of his office, or that he is not likely to become an efficient or well conducted constable." (Police Regulation 8.)

Acquiring skill and knowledge

59. By implication, the regulation recognises that two years is the minimum period in which a constable can achieve efficiency in his work. Experience shows that indeed a much longer period is required. Today in the majority of forces the two-year probation period is recognised as a period of training ; during this time the positive contribution which a man can make to police work in his area is necessarily limited. This training takes the following form :—

- (i) A 13-week course at a Training Centre. Here the recruit is taught the principles of police work, the elements of the law and police procedure, necessarily covering a very wide field. He must be given a full appreciation of his powers, including their limitation, both under Common Law and Statute. By foot drill he achieves smartness and by physical training he is kept fit. He must qualify in First Aid (and subsequently re-qualify at frequent intervals), and in Civil Defence ; he is trained in Life Saving. He must learn to make a report, to take a statement, to give evidence, to control traffic, to report an offender for prosecution. The right way to make an arrest must be supplemented by lessons in the application of reasonable restraint to a prisoner ; at the same time he is schooled in self defence.

A summary of the syllabus at District Police Training Centres is at Appendix "D." Although formidable it is merely a first step in the training of the probationer.

- (ii) Two supplementary courses of two weeks' duration each are provided at later stages in his probationary period. These are designed to amplify and supplement the elementary training given during the initial training period. It has long been recognised that these courses are not really adequate. It was originally envisaged that the duration of each of the supplementary courses should be one month, but with the permanent post-war deficiency in police strength it has not yet been possible to achieve this objective in early training.
- (iii) Back in his force he receives regular training by lectures, discussions and directed study. Practically all forces now have training departments and training officers whose function it is to teach force procedure and to put flesh on the bare bones of knowledge acquired at District Training Centres.
- (iv) In most forces, too, there is a system of "attachments" to various departments to enable the recruit to comprehend not only the complications of police organisation but also the assistance to him in his work which can be afforded by the police specialists.
- (v) Finally, there is the most important feature of his two years training which goes on in the substantial intervals between the periods of classroom instruction. This consists of a carefully phased introduction to practical police work. The recruit is shown how to work his beat, ideally by experienced Constables and Sergeants—although having regard to the rate of wastage experienced Constables are not easy to come by for this purpose; he is taught how to wear his uniform with confidence in public, how to approach his fellow citizens and to deal with their problems and indiscretions. His classroom training is put into its true perspective in the hard school of experience. Gradually he is given more freedom and responsibility until at last he is able to walk his beat alone, but with special periodic attention and supervision from his Sergeant and Inspector.

60. Such are the ramifications of police duty that two years of continuous grooming is only the preparatory stage in making the complete Constable.

Standards of efficiency

61. Ultimate efficiency depends to a large extent on experience but at the same time the Constable is encouraged always to study and acquire further knowledge. Instruction is given at Divisional and Sub-Divisional or Sectional Parades. Force Orders and instructions are issued and must be mastered; refresher courses are held and various fields of specialisation, with specialist training, are open to him.

62. It may well be asked at what stage a man can come to be regarded as efficient. Essentially this depends on the individual and on the experience which he is in a position to obtain. But the test, briefly, is the complete mastery of every situation with which he may be confronted. He must have readily available in his mind the requirements of the law with regard to matters as far apart as the speed limit of a heavy locomotive drawing a trailer and the close season for duck shooting; he must be able to differentiate between larceny by trick and false pretences, between fraudulent conversion and embezzlement, for on such fine distinctions his powers and his course of action, for which he must accept responsibility, may depend. A report on a sudden death must be prepared for the Coroner, but his enquiries may be interrupted to assist in the delivery of a child. Meanwhile he is exercising constant vigilance for wanted persons and stolen motor cars. Found property is handed to him, a motorist causes an obstruction, a road accident presents complications because of lack of insurance or defective brakes.

63. This is but a sketch of the infinite variety of work on a beat and of the tremendous field of knowledge over which the policeman's studies must range. At no time must the Constable be at a loss for the answer in any situation; on his skill and on his knowledge depend his own confidence and thus the confidence he inspires in the public.

The elements of danger and discomfort

64. The moral qualities and professional skill which have been described are exercised in conditions which are not experienced in any other occupation. The maintenance of law and order cannot be confined to office hours. The police forces must function day-

and night throughout the year and this necessarily involves a Constable in shift work and frequent changes of shift.

65. The member of the public who watches a Constable patrolling his beat on a sunny day may be excused for thinking that this is pleasant work. It is far too easy to forget the variations in the weather in this country, the need for the officer to be out in rain and snow, in freezing cold and in excessive heat. There are periods of loneliness, long periods when vigilance can easily give way to boredom and even despondency. Then suddenly a burst of activity and instead of going off duty, unavoidable detention on duty with an anxious and fretful wife awaiting his eventual return.

66. There is the further element of physical danger. Courage of a high order is required of the Constable who not infrequently has to intervene in a scene of real violence, or who has to apprehend an offender who is fighting drunk or is known in the past to have shown no reluctance to resist arrest by any means available, including the use of firearms.

67. Crimes of violence have increased steadily from 2,721 in 1938 to 12,137 in 1958. Assaults on Police have increased in the same period by 2,060 to an annual figure of 5,952, practically the whole of this increase being attributable to the last four years.

68. A Constable is not permitted to choose the occasion for courage. His duty and his pride in his uniform demand immediate response to calls made upon him. Violence from criminals is only one aspect. There are dangerous lunatics to apprehend, persons in peril of drowning or lost while mountaineering, animals stranded on cliffs. The Police are frequently first at the scene of fires which threaten life and property. This daily exercise of courage by Constables is reflected only to a small extent by awards for gallantry.

The private life of a Constable

69. Reference has already been made to the fact that a Police Constable does not merely take a job; he embarks on a new way of life. His work impinges on his home and family life in a variety of ways. Quite apart from the inconvenience and extra expense that can be caused in the home by the incidence of shift work, there is the fact that the first claim on him must be made by his duty and the convenience of his wife and family must be a secondary consideration. It is inevitable that from time to time, and often at the last minute, his private arrangements are disorganised by the calls of duty to an extent which is probably not equalled in any walk of life except that of a doctor.

70. There is further the relationship between himself and his family and other members of the community. He and his family are constantly open to criticism by his neighbors—criticism which not only applies to the manner of doing his job but to the way in which his wife and children behave and are dressed. The moment he becomes a police officer his personal life becomes to a certain extent distinguished from that enjoyed by another citizen in a normal job. He is known as a policeman and his family is known as the family of a policeman and as such, while he may be respected, they are still looked at somewhat askance. His personal freedom is subject to the control of the demands of his work; he must be a part of the community yet at the same time it is always dangerous to become on too intimate terms with people to whom at any time he may have to apply the process of law.

71. In the majority of occupations when the day's work is finished there is complete freedom to earn additional money by engaging in a part-time occupation. This is not permissible, or indeed desirable, in the police who are properly required by Regulation to give their whole time to the Police Service. Not only is this a restriction on the man's personal freedom but also operates as a bar to supplementing what is at present an inadequate income.

Increase in police duties and responsibilities

72. This description of the life and work of a policeman has been given in the hope that it will illustrate to the Royal Commission the high standards of conduct and professional knowledge that are required. These facets of a police career were more briefly dealt with by the Desborough Committee in paragraphs 29 to 32 of the Desborough Report, and these paragraphs are reproduced as an Appendix ("E") to this memorandum. The

Oaksey Committee dwelt at very little greater length on the subject, being content to adopt the Desborough account with very few additions or amendments. The Oaksey Committee did, however, refer (paragraph 19) to the growth of police responsibilities in the following terms :—

"The policeman's responsibilities are essentially unchanged ; but they are now exercised in a wider field. Legislation since 1919 has added to his duties and increased their complexity. More recently, war-time shortages and the resultant rationing and controls have created a whole new range of offences which frequently offend less against the conscience than against the law, and have led to an increase in crime. The organisation and technique of modern criminals, their use of cars, and their increased tendency to carry firearms, have all added to the difficulties and dangers attached to preventing crimes and capturing criminals. Moreover, the police have had to deal with a much wider cross-section of the public since motor traffic regulations, the liquor licensing laws, rationing and controls have brought increased chances of wrong-doing to even the well-intentioned and the well-to-do. Since 1919 there has been a notable spread of educational facilities and they are to be extended in the near future. A police service which has to deal with a better educated public must itself be properly equipped for its task. Some concern has rightly been expressed to us lest the rise in general educational standards should not be adequately represented amongst the recruits to the police service. So far the spread of knowledge has not lightened the policeman's task ; in fact it has added to his responsibilities. Some of the problems which face the police in the performance of their duties at the present time may be only temporary and may eventually disappear. But we are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less ; and we have had this at the forefront of our minds in all our enquiries into police emoluments."

73. It is difficult to believe from this paragraph that the Oaksey Committee fully appreciated the real extent of the increase in police duties and responsibilities since 1920. Some further examination of the growing complexity of police work is necessary and in particular regard must be paid to developments since the Oaksey Committee reported.

(i) The changing aspect of public relations has presented special problems in the Police Service. The advent of wider education and the improvement in working and living conditions that apply throughout the country are such that there is a new sense of independence and self confidence in every citizen whatever his walk of life. These foster a subconscious resistance to authority ; there is no longer an immediate acceptance without question of the reasonable directions of a police officer on duty in the street. The impact of television and the vogue of the sensational in the daily press has resulted in the creation of a fashion for the miscreant to challenge the police at every opportunity ; to threaten in bombastic terms to take actions for damages or to complain to Members of Parliament. These are not empty threats and a great deal of the time of senior officers in the Service today is unavoidably occupied in investigating such matters.

A more prosperous Britain has presented special problems to the Police Service—a shorter working week, more money in the pocket, more leisure and the means to enjoy it, result in more people in the streets, more traffic, more rowdiness, more contact and perhaps conflict with the Constable.

As far as the properly behaved element of the community is concerned this is of no importance, but so much of the police officer's work is carried out in connection with less responsible elements that greater demands are made upon his patience, his temper and, above all, upon his skill and knowledge. It is important that not only should he be right but also that his actions should immediately appeal to the public as right ; otherwise he will not continue to enjoy the support of the normally well-disposed elements of the public.

(ii) Both the Desborough and Oaksey Committees made brief reference to the possible growth of police work. It is wrong to speak of this in generalities, for the extent to which police work has increased in quantity is something which, while it cannot be precisely assessed, can at least be reliably indicated.

It is probably true to say that 80% of police time today is taken up in two forms of activity. Firstly, the prevention and detection of crime and the prevention of disorder,

and secondly, the control of traffic, both moving and stationary, and dealing with road accidents.

In these two major respects precise indications of the growth of the work can be given. Crime figures have shown minor fluctuations over the years but in the main there has been a steady and marked increase; in 1938, 283,000 crimes were recorded in this country; in 1949 the figure was 460,000; in 1958 there were 626,500 crimes committed. In 20 years crime has more than doubled and it is of particular significance that serious crime—breaking offences and the like—are responsible for an important element of the increase. Breaking offences have increased in 20 years from 49,000 to 131,000.

The figures with regard to road traffic are just as impressive. The number of vehicles on the road in 1950 was 4,490,000; by 1959 the figure had increased to 8,600,000. With the increase in vehicles there is a corresponding increase in the number of drivers and, as a result, a corresponding increase in the number of potential offenders. It is said that there are nearly 2,000 offences which can be committed in connection with road traffic. Very little consideration is necessary to establish the vast increase in police work and responsibility that arises from the mere presence on the road of so great a number of additional vehicles. In particular, the accident problem illustrates the additional police burden. The figures for accidents (involving injuries) and casualties for 1950 to 1959 are set out below:—

			<i>Accidents Involving Injuries</i>	<i>Casualties</i>
1950	..	..	166,592	201,325
1951	..	..	178,409	216,493
1952	..	..	171,757	208,012
1953	..	..	186,304	226,770
1954	..	..	195,716	238,281
1955	..	..	216,681	267,922
1956	..	..	216,172	267,960
1957	..	..	218,653	273,858
1958	..	..	237,265	299,767
1959	..	..	261,216	333,453

It is not generally realised that accidents and casualties in 1950 were in fact less than those for 1938 and the 1938 accident and casualty rates were not achieved until 1953-54. Since that time, however, the increase has been steady and serious and with 333,000 casualties every year there is a very urgent social problem which requires the attention of all responsible citizens. Before the problem can be tackled at the source, the most detailed investigation into the causes of accidents is necessary and this can only be carried out by the police officer on the spot. Every accident referred to in the above table has been recorded and investigated by police officers. The vast majority of casualties have been handled by the police; probably first aid has been given, relatives have been informed, reports have been submitted and enquiries have been made. Prosecutions have been instituted when offences have been revealed.

The reports prepared by police in accident cases are of extreme value in civil litigation and through the years the Courts have come to depend more and more upon the objective view of an accident which the police officer is able to take. In this connection, Sir Patrick Devlin says:—

“... the ideal investigator is the completely fair-minded and disinterested executive. It is not at all an impracticable ideal. In the civil courts we experience it every day as it is exemplified in the task of the policeman in any case of a road accident. The policeman knows just what to look for; he takes all the necessary measurements; he records observations of the condition of the road; he notes the damage done to the vehicles; he takes a short statement from each party of how he says the accident happened—and how much more valuable this is than explanations thought up long after the event—and he records it all in his notebook. In doing all this he is independent of either side, quite disinterested and dispassionate.”

The time taken in dealing with accidents is not just a matter of preparing a report at the

scene. There are subsequent appearances at court in respect of offences disclosed and there are frequent occasions when police officers are expected to be in attendance at courts over prolonged periods in order to testify in civil actions.

Finally, as a further index to the increased responsibility and work of a police officer, reference must be made to the growth of legislation over recent years. At Appendix "F" is a summary of new legislation which affects police work from 1920 to 1960. Some of this is consolidating legislation but it still has to be studied and enforced and puts an almost intolerable burden on the officer who is already coping with increased work in other connections.

Then there is the current fashion for delegated legislation. This presents an even more formidable problem—not only because of the volume of work involved but also because of its complexity. For example, the Judges of the Queen's Bench Division of the High Court of Justice have on several occasions expressed exasperation at the difficulty of interpreting the various Regulations affecting Road Traffic. The Constable has to interpret them and enforce them, without reference books and with no time for reflection.

In 1958 there were no less than 30 examples of legislation by Regulation which affected the work of the police—a list is attached at Appendix "G."

The Oaksey Committee commented in 1949 :—

"We are convinced that police responsibilities are more exacting now than they were when the Desborough Committee reported in 1919 and are not likely to become less."

Viewed in retrospect, this has proved to be an understatement.

The status of the police officer

74. The Desborough Committee said :—

"Having regard to the nature of police work and to the responsibilities to which we have referred he (the Constable) should not be assessed on the basis of that of an unskilled worker as has been the case."

The Committee went on to show the pay relativities then existing between the Constable and seven occupations—street sweepers, scavengers, porters, unskilled labourers, and the like. The Constable fared badly in comparison. It was recognised by the Desborough Committee that the time had come to raise the office of Constable above such levels and recommendations were made accordingly.

75. The Oaksey Committee did not, however, refrain from making similar comparisons :—

"After the Desborough Report of 1919 the average remuneration of a Constable was 78% higher than the average of the other seven occupations. . . . In 1948 it was 66% higher. Taking into account the great increase in the absolute amount of police pay and emoluments the advantage over these particular occupations has not greatly decreased."

76. It is strange that as recently as 1949 it was thought that there was some validity in a comparison with such occupations; *this Association urges that the time has come for some completely new thinking on the subject of the status of the police.* The principle of "fair comparison" of the Priestley Commission is not capable of full application because there is no work "broadly comparable." But if comparisons are to be made—and it is recognised that to a certain extent they are inevitable—then full weight should be given to those qualities which must exist in the efficient Constable—sense of vocation (a desire to be of service), complete integrity, the acceptance of personal responsibility and the ability to make decisions, subordination of personal freedom to the demands of his work, and a standard of knowledge and skill not normally expected in any but the best professions.

77. In short, a policeman is a professional man in every sense. Full recognition of this fact is long overdue and it is not to be implied merely by the action of the Oaksey Committee in translating weekly pay into an annual salary. There is more to it than that. Assessments of salary levels should be based on those applying in other professions;

emphasis should be placed on the fact that a career as a Constable is an honourable career in itself, irrespective of whether promotion is achieved, and the salary structure for a career as a Constable must admit steady progression throughout. Credit should also be given for professional qualifications achieved.

78. This descriptive account of the life and work of a Constable fully justifies according him this professional status. It is immaterial that to embark upon a police career no very high academic qualifications are necessary. That the police pursue their calling out of doors, often in discomfort, and are obliged to work "round the clock" are factors which should enhance rather than detract from their status.

79. Failure by the Oaksey Committee to afford to the policeman the professional status to which he is entitled can only have been due to incomplete appreciation of the service he supplies to the community. The Association of Chief Police Officers expresses the earnest hope that this is a matter which can now be put into proper perspective. The first step must be the full and frank acknowledgement of the position in the community that is due to the Service and to the Constable; next his status must be interpreted in terms of remuneration by the establishment of pay levels and a pay structure that not only provide adequate rewards but also enable the Constable to maintain his professional dignity and prestige.

V. POLICE EMOLUMENTS

80. The Oaksey Committee award made no great or lasting appeal either to serving officers or to potential policemen since it was based on the unsatisfactory principle of recruitment and retention and it did not fully reflect the skill, knowledge and responsibility required in a Constable. A third factor, which also resulted in police pay being pitched too low by the Committee, was the emphasis which was placed on the value of emoluments.

81. Since precise evaluation is not really possible in respect of emoluments, police officers generally felt in 1949 that where there were any doubts as to their value, the Oaksey Committee resolved these doubts against the police.

82. *This Association does not contend that emoluments should be ignored in any computation of the real value of police pay. All that is suggested is that there should be a fair assessment.* The Oaksey principles do not appeal to the Service as fair for the following reasons:—

- (a) Emoluments have always been a feature of police remuneration. They were not introduced for the first time by the Oaksey Committee, nor even by the Desborough Committee, but for the first time in the Oaksey report they were given a more than substantial significance in determining pay.
- (b) In assessing the value of emoluments there should be no assumption that the whole benefit falls to the employee; undoubtedly the employer also benefits—otherwise he would not acquiesce in this method of payment.
- (c) Emoluments are not peculiar to the police; they exist in some form in most occupations and professions. In the apparently inevitable comparisons made in determining pay levels, emoluments should not be added to police pay without a similar process being applied in respect of other occupations under consideration.

83. The emoluments expressly considered by the Oaksey Committee were the provision of housing and uniform and the "concealed" emolument of the value of the pension. These were assessed in several ways but the Oaksey Committee apparently accepted the figures provided by the Home Office.

Housing

84. The value to be placed on housing was calculated on the basis of the "maximum limit" rent allowance, grossed up to allow for the fact that this allowance is tax free. This method operates unfairly as between individuals. Generally, in County Forces, housing is provided and officers are directed where they are to live for the convenience of the Service and the public. This also applies to a certain extent in City and Borough Forces.

Officers who receive rent allowances do not necessarily expend the maximum limit and their allowances are adjusted accordingly. It is obviously wrong that an officer who receives (say) £1 a week to pay his rent and rates should be told that this is worth £2 a week on his pay.

85. The officer who lives in official quarters on the other hand has none of the security of the normal householder. At the end of his service he has nowhere to live. Had he been renting a house he could continue to live there; it is even more likely that with a small addition to the value of the emolument he could actually have purchased his own house. But instead, on retirement, not only has he no home but *his pension contains no element in respect of housing.*

86. The Oaksey Committee decided against consolidating the rent allowance with pay and, because of the administrative difficulties involved, the Association supports this view. Under the existing system, however, if the provision of the house is given a notional value in computing total salary, then there should be a compensating factor to take account of the reduction in pension due to the non-pensionable nature of the housing emolument.

Uniform

87. The argument advanced by the Oaksey Committee that the value of uniform should be assessed on the basis of the plain clothes allowance ignores certain fundamental facts. Without a uniform a police officer cannot function; it is right and fair, therefore, that his uniform should be supplied by the Police Authority. While there may be a saving to a police officer on personal clothes, it is apparently contended that this saving is more than the actual cost of the uniform—for the average cost of his uniform to police authorities today is of the order of £24 to £26 per man per annum; the plain clothes allowance is approximately £33 per annum. Thus if the Home Office principle accepted by the Oaksey Committee is applied, the police authority has it both ways; it supplies the necessary equipment for the police officer to discharge his functions and at the same time attributes a notional value to the emolument far in excess of the cost to itself.

Pension

88. Whatever the actuarial merits of the assessment of the value of the pension, they make no appeal to common sense. Pensions cannot properly be taken into consideration in comparison with the pay of other occupations unless pension privileges in those occupations are also taken into account.

89. Most occupations and professions today have generous pension schemes. In the Civil Service, a pension of half pay is given after 40 years and in addition there is a lump sum equivalent to three times the value of the annual pension. This is not quite so good as in the police and ten years' extra duty are required to qualify, but the Civil Servant contributes nothing towards the cost of his pension whereas the policeman contributes 6½% of his pay. In Local Authority service, pensions financially almost as good as police pensions are also paid after 40 years' service; there is also a substantial retirement grant. In the Army, pensions are not so generous in amount but they are paid very much earlier than those of the police, there is no contribution from the soldier and very substantial retirement grants are awarded in addition. In industry, too, generous pension schemes are now commonplace.

90. As Lord Citrine said in the recent debate on the police in the House of Lords:—

"Some aspects of their employment, as has been stated, may appear to convey advantages, but those advantages have been consistently relatively reduced. In pre-war days, for instance, the force was up to strength and it was thought to be a job which people should aim at because it had security of tenure and for later life in the shape of a pension. *But such advantages have been so widely spread by the policy of full employment, which we all endorse, and by the extension of pension schemes, that the relative advantages the police formerly enjoyed have practically disappeared.*"

91. In general it is accepted that police pensions are better than those in other occupations, *but in one respect only—they are enjoyed earlier.*

92. There are, however, disadvantages even in earlier pensions. In the first place, despite the operation of the Pensions Increase Act, continuous inflation results in depreciation in the value of the pension and a pension is in fact worth very much less by the time a pensioner reaches that age at which members of other occupations normally retire.

93. Secondly, since emoluments are not pensionable the amount of the pension is insufficient to maintain the pensioner in a reasonable standard of living; there is therefore no question of retirement; he *must* get another job to supplement the pension. Yet if emoluments were replaced by real pay to the extent of the notional value attributed to them by the Home Office, a Constable on maximum pay would, on retirement today, be entitled to another £100 a year on his pension. This is yet another example of how the payment of emoluments benefits the employer.

94. It might be argued that the slight pension advantage of the police officer over other occupations could be justified by requiring him to serve for a longer period than 30 years. This Association could not support any such proposal. The demands, physical and mental, made upon a Constable by working a beat are such that it would not be in the public interest to force him to continue in such an occupation after the age of 50-55. By that time he can be no longer the active man required, nor should he be exposed to the hardships and dangers that already severely test younger and fitter men. It would be far more realistic to recognise that the advantage over other occupations in years of qualifying service is merely an acceptance of the physical and mental strains involved in police work.

95. The undue inflation of the value of these emoluments by the Oaksey Committee must have resulted in a depression of the final levels of the Oaksey pay award. Further, the Oaksey report said (paragraph 20) :—

“Other allowances to which police are entitled are not included in this estimate (of the value of police pay and emoluments) presumably because they are not received by all members of the ranks in question; *but their effect should not be overlooked.*”

96. All other allowances paid to the police are based on actual out-of-pocket expenses incurred or are intended as a consolidated payment for additional duty performed. They are, therefore, quite inadmissible for consideration in determining pay levels. In “not overlooking their effect” the Oaksey Committee did not err on the side of generosity to the Police Service.

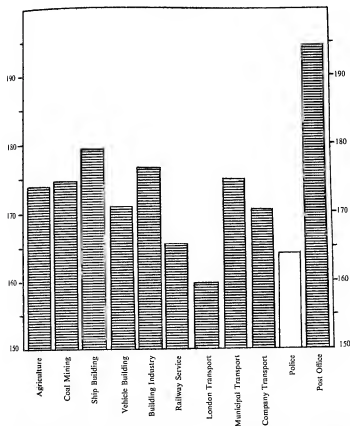
VI. DEPRESSION OF POLICE PAY LEVELS OVER THE PAST TEN YEARS

97. For the reasons given in the last three sections of this memorandum, the Association has sought to establish the unsatisfactory nature of the Oaksey/Eve awards. The further point must now be made that even if the combined award had been fair, pay developments over subsequent years have been such as to fail to maintain police pay standards in relation to those in other walks of life.

98. For this purpose comparisons are inevitable. *It cannot be too strongly emphasised that in making these comparisons there is no suggestion that there are many, or any, points of similarity between police work and the occupations quoted; the object is to establish that over the past ten years there has been a steady deterioration in police pay conditions.*

99. *The Guardian* of 4th March, 1960, provided substantial support for this view in the diagram here reproduced :—

GUARDIAN WAGE INDEX: DECEMBER, 1959
1948 = 100



This chart, based on *The Guardian Wage Index*, shows the movement of railway wages since 1948 in relation to wages in the other industries listed. It should be borne in mind that the chart gives no indication of the money value of wages, but denotes comparative movements over the past 12 years.

100. Although this diagram was published to call attention to the position of railway workers, it clearly demonstrates that out of ten other occupations chosen for comparison, only one has been treated worse than the police—and with regard to that one, London Transport, considerable improvement can be expected in the near future.

101. Comparisons with certain specified occupations will now be made in more detail. For this purpose various tables have been incorporated in Appendix "H."

102. Table 1 summarises the movements in police salaries as a result of the various awards since 1949. In the first column is shown a list of principal ranks (with bracketing of the higher ranks for salary purposes) in the Police Forces of England, Scotland and Wales. Each succeeding column is divided into two parts:—

- (a) Showing the maximum pay at each level awarded by the Oaksey Committee in 1949, the Eve award in 1951, the negotiated award of 1954 and the three succeeding awards.
- (b) Showing, against each level of pay, the index of the relation that that amount bears to the current maximum pay of the Constable expressed as "100."

Other tables provide information regarding other occupations and illustrate the relative depression over the last few years in police pay levels.

The Civil Service (Appendix "H," Tables 2 and 3)

103. Table 2 sets out salary levels for various grades in the Civil Service by a method similar to that used in Table 1. The year 1951 has been used as a starting point since in that year the salaries shown in Column (3) of the table were introduced. In the same year the Eve award to the police was made. It is possible to "pair" the various ranks of the Police Service with selected grades of the Civil Service on the basis of the fact that similar salary levels applied in 1951. For example, the Civil Service Clerical Officer received in that year a maximum of £500, while the Eve award fixed the maximum salary of the Constable at £505. In 1955 a further award to the Civil Service in the grades up to Under-Secretary raised pay levels so that the Clerical Officer received £625. In the same year a negotiated agreement on the Police Council placed a Constable at £640. The relativity was thus maintained although the Constable had slightly the better of the bargain—by one point on the "index" basis. From 1956 onwards, however, the relative position of the Constable deteriorated, so that by December, 1958, the Clerical Officer was receiving an annual salary of £789 compared with £695 payable to the Constable.

104. Using the Clerical Officer/Constable relativity as a basis, it is possible by the "index" system to calculate that if this relativity had been maintained over the years, a Constable today should (at the maximum) be paid £796 per annum. From this starting point, by using the indices in Table 1 and retaining the Oaksey differentials between police ranks, it is possible to establish appropriate salaries for all police ranks. This has been done at Table 3. It is *not* suggested that the figures in the last column of Table 3 are the appropriate salaries today for this would ignore the inadequacy and subsequent tapering of the Oaksey award.

The Army (Appendix "H," Tables 4 and 5)

105. Because of the complex nature of the Army pay system it has not been possible to compile similarly for comparison purposes the progress of Army rates of pay over the past ten years. But set out at Table 4 of Appendix "H" is the existing Army pay structure for "other ranks." This is sufficient in itself to make even more clear the depression in the level of pay of the Constable. These figures are particularly useful because the question of most of the emoluments of both Army and Police can be taken into consideration. The soldier, like the policeman, is clothed free, but in addition receives 1s. 10d. a week for minor items not supplied. He is normally fed and accommodated but a married man living out of barracks draws a ration allowance in lieu of food and a marriage allowance. If he is given an Army "quarter" he repays a fixed sum to the Army authorities amounting to not more than half his marriage allowance. (As to pensions, these are not included in the computation but it has already been pointed out that the Army pension is generous considering that it is non-contributory and is received,

together with a substantial capital payment, at an early age. Any advantage gained by the policeman on account of his pension rights is therefore only very slight.)

106. It is thus possible to make precise comparison between the real value of a soldier's pay today and that of the policeman, whose equivalent figures are shown at Table 5. A married soldier of the lowest grade on appointment receives in real value almost £2 a week more than a married police recruit. A Grade I Private, after nine years' service, receives 15s. a week more than a married Constable of nine years' service. No further analysis is needed.

107. It cannot be denied that ten years ago a Police Constable was regarded as being of much greater value to the community than a Private Soldier. In the past, the police recruited men from the Regular Army—not just Private Soldiers but a considerable proportion of senior N.C.Os. An Army training was regarded as some qualification which helped a man to better himself by becoming a police officer. Today it is not surprising that frequent attempts to recruit short-service soldiers to the police are completely unrewarding. A soldier joining the police knows that not only would he suffer a serious reduction in his means but also that he would be foregoing the opportunities to earn in civilian life even higher rates of pay than those of the Army.

108. Further reference to Army pay scales will be made later in this memorandum.

The Teaching Profession (Appendix "H," Tables 6 and 7)

109. A comparison with teachers' pay is possible on the same lines as that made with the Civil Service. The movement of teachers' pay over the past 20 years is indicated at Table 6 and these figures are compared with post-Oaksey figures for Constables at Table 7. It will be seen that on the index basis (Assistant Teacher at maximum 100), the position is that the Constable on appointment, from being +5 in 1948, is now -1 in 1960. At the maximum levels, the position of the Constable has deteriorated by six points in relation to the Teacher.

Conclusion

110. If, as the Association submits, the status of a policeman is to be reflected in his pay, there is urgent need not only to correct the levels of the Oaksey award but also to repair the injustice that has been done since that award was made.

VII. PRINCIPLES APPLYING TO PAY LEVELS

111. Chief Constables are very conscious of the fact that the Royal Commission is concerned with the *broad principles* which should govern police remuneration. It is assumed that having regard to existing negotiating machinery, any fundamental change in existing principles must be the subject of appropriate claims to the Police Council for Great Britain when argument based on the new principles will have to be submitted to justify any changes in remuneration. Some views on this negotiating machinery will be expressed later; for the present, it is sufficient to say that experience suggests that any proposal to increase pay will lead to strong resistance. The problem of this Association is therefore to advance for consideration principles so formulated that they are positive in application and leave no scope for argument in their interpretation.

112. This Association has sought to show that the principles underlying the recommendations of the Oaksey Committee failed because of—

- (a) wrong approach to the subject (the recruitment/retention principle);
- (b) an inadequate assessment of the nature of the work and life of a police officer; and
- (c) the exaggerated value placed upon emoluments.

113. As a result of the arguments adduced, certain new principles emerge. The most important is that for the future the status of a police officer must be that of a professional man and his pay should reflect that status. This is a revolutionary conception having regard to the fact that nearly 40 years ago the Desborough Committee was concerned to elevate the policeman above the level of a street sweeper or scavenger.

114. If the position of the police officer as a professional man is to be established in such a form that his status will be reflected in his pay, some indication must be given to fix his pay level in relation to *other professions*. It is in this respect that difficulty is experienced in the principle of "fair comparison" enunciated by the Priestley Commission, since from the description of the duties performed by the police it is quite certain that there is no occupation the members of which are employed on "broadly comparable work." It is necessary therefore to compare police work with work in other "minor" professions and *at the same time* to distinguish between the two classes of work and particularly to have regard to the elements of responsibility, hardship, danger and inconvenience and the restrictions on the policeman's personal life. Ultimately there must obviously be an appeal to reason and commonsense but it is felt that there are certain useful comparisons which can be drawn.

115. It will be convenient for the purpose of fixing some pay level upon which the pay structure of the Police Service can be based, if attention is paid to the maximum salary to be earned by a Constable. This criterion has the additional merit that the maximum salary is the key to providing a professional career *as a Constable*, irrespective of promotion; it has already been pointed out that this is fundamental if professional status is to be achieved and is to be attractive.

The Civil Service

116. In making the point that pay levels in the Police had been depressed over recent years, special reference was made to the Clerical Officer since at the time of the Oaksey/Eve awards his maximum pay was at the same level as that of a Constable. The duties of a Clerical Officer are described by the Priestley Commission as (paragraph 475):—

"They perform all the simpler duties not assigned to clerical assistants (described in paragraph 505); deal with particular cases in accordance with well-defined regulations, instructions or general practice; scrutinise, check and cross-check straightforward accounts, claims, returns, etc., under well-defined instructions; prepare material for returns, accounts and statistics in prescribed forms; undertake simple drafting and précis work; collect material on which judgments can be formed; and supervise the work of clerical assistants. Some members of the grade are designated clerical officer (secretary). . . ."

No one could possibly suggest that in his standard of responsibility and professional knowledge a Clerical Officer in the Civil Service achieves anything like the standard required of an efficient Constable as described in Section IV; in fixing the maximum salary of the Constable at the same level as that of the Clerical Officer, the Oaksey Committee clearly under-valued the office of Constable.

117. Clerical Officers are supervised by Higher Clerical Officers. To that extent, Higher Clerical Officers have some measure of responsibility. *At the maximum they are paid approximately £1,100 per annum.* Higher Clerical Officers are, however, at the top of the clerical class. A better analogy is provided by the Executive Officer.

118. No precise description of the duties of an Executive Officer is given by the Priestley Commission except to say that he is at the base of the pyramid of officers with varying degrees of executive responsibility. His is the lowest grade in the Civil Service to which any such responsibility is attached; it is quite certain, however, that the responsibility is not great. No Executive Officer would be asked, for example, to make a decision which would affect the liberty of an individual. *The maximum pay of an Executive Officer is £1,140 per annum.*

119. It is possible for a Clerical Officer to progress to Executive Officer or to Higher Clerical Officer. If, as must surely be the case, a Constable can be regarded as of higher status than a Clerical Officer, the lowest level at which he can be compared is with these two posts—*both of which attract maximum salaries of over £1,100 per annum.*

The Teaching Profession

120. Attention is again called to Tables 6 and 7 of Appendix "H." An Assistant Teacher in a Primary School does not need high academic qualifications. The ability to

teach is imbued or developed at Training Schools and the sum total of an Assistant Teacher's professional skill and knowledge cannot be greater than that necessary in a police officer. It cannot be suggested that there is any greater personal responsibility, and the working hours and conditions compare most favourably with those in the Police Service. *An Assistant Teacher at the maximum (after 17 years service) is paid £1,000 per annum; a higher salary is payable for additional professional qualifications.*

Banking

121. It is not easy to obtain precise information regarding salaries today in the banking profession. *It is clear, however, that a Bank Clerk must earn £840 per annum at the age of 31.* Further increases are awarded based on "performance and potential" and the Bank Clerk who achieves no promotion whatsoever can attain a salary of well over £1,000 per annum. The main point of similarity between the work of a Bank Clerk and a Police Constable is the high degree of integrity and respectability involved. He certainly does not have the degree of responsibility of a Constable, nor need his professional knowledge even approximate to that required in the lowest rank in the Police Service. Recently a claim for an increase of 15% in pay has been submitted by the National Union of Bank Employees.

The Army

122. Whether this is a "professional" occupation is arguable, particularly with regard to the "other ranks." But there is certainly a tendency among the public to compare the Police Service with the Army. In the light of what has been said in Section IV, to compare a Constable with a Private Soldier would be ridiculous. The Constable's wide field of professional knowledge, the qualities of leadership required, the degree of personal responsibility and the ability to make decisions, lead one to comparison with the officer classes; at the very least *he should be remunerated at his maximum on the same basis as a Tradesman Warrant Officer, whose annual salary (excluding emoluments comparable with those of the police), is approximately £1,040 per annum.*

Summary

123. Looking at this cross-section of several occupations and having regard to what has been said in Section IV, there can be no doubt that the fully experienced Constable is entitled, *solely on the basis of professional skill and responsibility*, at least to parity in his remuneration. Further, none of the four occupations quoted can be said to have any of the disadvantages of a police officer's life. There are shorter working hours without shift work; there is no exposure to any degree of danger (except for members of the Armed Forces); there are few, if any, restrictions on personal freedom. All have pension schemes almost as generous as that of the police.

124. In trying to arrive at appropriate pay levels for the police, it is fair to suggest therefore, that having regard to the disadvantages of his occupation, the Constable at maximum salary should be receiving something in excess of £1,100 per annum. If regard is paid to his emoluments, and if these are assessed reasonably in the light of what has been said in Section V, *the maximum pay of a Constable, exclusive of emoluments, should be of the order of £900-£1,000 per annum.* The Association has urged, however, the importance of providing a career as a Constable and therefore recommends that the maximum level should not be achieved until fairly late in the officer's service instead of at the end of nine years' service as at present.

125. It is recognised that the proposals submitted for the maximum level of a Constable can hardly be regarded as a "broad principle" but unless some such indication is given, any broad principles lose much of their significance.

VIII. SALARY STRUCTURE FOR POLICE

126. The fixing of a maximum level of salary for the Constable inevitably affects the levels of pay of all other ranks. Consideration must also be given to the extent to which minimum and intermediate levels of pay of a Constable should be adjusted.

127. The salary structure for all ranks of the Service, and the variations in that structure since 1948, is given in Table 1 of Appendix "H." This table in itself establishes a point of some importance. Over the years the differentials between pay levels have been progressively reduced by every award except the award of 1954. The pay structure of the Service has been steadily "compressed." For example, by the Oaksey award a Chief Superintendent was paid 2.26 times the pay of a Constable; today the ratio is 2.16. In the early years of the decade a similar fate was suffered by other occupations, notably the Civil Service and the staffs of Local Authorities. It appears, however, that in these occupations relativities have now been restored; the police alone are suffering from a compressed pay structure. This compression must detract from the career incentive of the Police Service and if it is allowed to continue will have an adverse effect on the type of man that takes up police work.

Salary scales for a Constable

128. The Oaksey Committee, it is submitted, under-valued the Constable; the Eve award added to his pay £30 per annum as an "attraction" incentive. The extent of the Oaksey under-valuation cannot be regarded as so marked in regard to the recruit as for the senior Constable, for it cannot be claimed that at this stage the recruit has acquired the skill, experience and knowledge which are the basis of the argument for the upgrading of the status of Constable. Nevertheless, even a recruit to the Police Service is forthwith given his full responsibilities in law as a Constable and subjects himself to the restrictions of his profession. There is therefore a case for some upgrading of status.

129. Three processes are involved in bringing up-to-date the Oaksey/Eve awards to recruits:—

- The removal of the feature of "compression" which has been introduced between minimum and maximum scales for a Constable.
- The elimination of the £30 "attraction/retention" element introduced by the Eve award (this should now be replaced by a proper career incentive).
- The introduction of some degree of upgrading which will reflect the upgrading of the status of the Constable even on joining the Force.

130. The first two of these processes are incorporated in the following table:—

Constable's Salary	Oaksey	Index	Modified *Eve	Index	1960	Index
Maximum ..	£ 420	100	£ 475	100	£ 695	100
Minimum ..	330	79	370	78	549	79

* Eve award less £30 "attraction" element.

This shows clearly that the minimum pay of a Constable today, even as evaluated by the Oaksey Committee, should be £549 per annum. To this should be added the element described in (c) above. Necessarily the magnitude of this amount is incapable of precise determination but it is not considered unreasonable that *the starting pay for a Constable should be of the order of £560-£600 per annum*. This figure is rather higher than, for instance, the starting pay of Assistant Teachers. But many police officers start their careers late in life and may even be married with children. The Service would not wish to discourage entry of the more mature type of man whose worldly experience is invaluable. The type of man required must therefore be paid a salary which allows him to live in reasonable but not elaborate circumstances from the beginning of his police career.

131. As to incremental stages as between maximum and minimum, the Association submits that the following principles should be applied to indicate the varying degrees

of usefulness and experience of the Constable :—

- (a) By the end of the two-year probationary period there should be a substantial increase on the starting pay with further minor increments up to five years' service while the officer is acquiring the further knowledge necessary in his work.
- (b) Between five and ten years' service this knowledge and experience is put to ever-increasing practical use ; this should be indicated by a steep incremental slope.
- (c) From ten years' service onwards the officer's enthusiasm for his work must be maintained by two or three generous increments, the last being late in his service and bringing him then to a maximum of the order of £900-£1,000 per annum.

Awards for Professional Qualifications

132. In most professions there is a system of giving financial rewards to members who demonstrate the acquisition of additional professional knowledge by successes in examinations.

133. In the Police Service professional examinations are held for promotion from Constable to Sergeant and from Sergeant to Inspector. The Royal Commission will appreciate the extremely high standard of the examination by reference to Appendix "I," where are reproduced recent papers set in an examination for promotion from Constable to Sergeant. It is right and fair and in accordance with the professional nature of the Police Service that success in such a difficult examination should be recognised—the average proportion of passes is 14.3%. But promotion does not follow automatically and indeed only a very small proportion of officers who succeed can ever be promoted. Meanwhile those to whom promotion does not come may justifiably labour under a sense of grievance that they have devoted much time to intensive study to acquire a qualification which is not possessed by colleagues in their own rank.

134. The Commission is asked to recognise the need for bringing the Police Service into line with other professions in this respect by recommending the institution of a salary bonus of at least £50 per annum for those Sergeants and Constables with the added professional qualifications. The alternative is to afford recognition by means of accelerated increments but the effect of such a system would be lost in the later years of a man's service although he would still be utilising the professional knowledge that he had by diligence acquired.

Salary structure for ranks above Constable

135. The salary structure laid down by the Oaksey Committee provided well-defined differentials between ranks and these on the whole commended themselves to the Service. While minor adjustments may be desirable, these differentials reflect the growth of responsibility between the ranks. In the view of the Association they should therefore be restored and the recent compression of the pay structure, illustrated in Columns 8 and 9 of Table 1, Appendix "H," should be relieved.

Salary of Chief Constables

136. The Association has been at pains throughout this memorandum to consider the Service as a whole and to base its arguments on the functions and duties of the lowest rank. The members of the Association are satisfied that if the police are afforded recognition of their proper status this will be of inestimable benefit to the whole Service.

137. The Royal Commission will later be making a more detailed investigation into the status of Chief Officers. There is no intention of anticipating the evidence that will be given in that connection but in the meantime it is urged that it is important to do nothing which will diminish that status. The Oaksey structure should therefore be preserved for Chief Officers as for other ranks and revised salaries assessed in accordance with that structure. This in our view is the very least that can be done ; at this juncture it is desired to make only a few points in justification :—

- (a) Recent events have demonstrated the very exacting nature of the responsibilities of Chief Officers and the importance to the public that Chief Officers should

maintain their constitutional position against improper pressure. Their public standing must therefore be high and this should be reflected in their pay.

- (b) At the time of the Oaksey report, Chief Constables generally felt that they had been unfairly treated. Salary scales agreed in 1947 were not implemented at that time because of a "wage freeze"; the Prime Minister at the time promised retrospective when these scales could eventually be implemented. By the time of the Oaksey award the scales were already out of date but the Oaksey Committee declined to alter them and made its award without the degree of retrospection that had been promised.
- (c) Chief Officers have been the victims of "tapering," or the compression of the pay structure, to a far greater extent than the other ranks of the Service.
- (d) Any police officer attaining the rank of Assistant Chief Constable or Chief Constable suffers a certain loss of pension privileges in that he is no longer eligible for full pension at 30 years' service but has to serve until the age of 60 unless his Police Authority consents to his earlier retirement.

138. It would be out of keeping with the objectives of this memorandum to indulge in elaborate special pleading for Chief Officers but the Association feels that it would be doing less than justice to its members if these points were not mentioned.

IX. FUTURE ADJUSTMENTS TO SALARY LEVELS AND STRUCTURE

139. No salary awards come automatically to the Police; in practice a claim has to be lodged with the Police Council for Great Britain and it is then subject to negotiation.

140. The Police Council for Great Britain is a body that was constituted as a result of a recommendation of the Oaksey Committee. The Council consists of an Official Side and a Staff Side, and for the purpose of negotiations affecting particular ranks it is divided horizontally with three panels, "A," "B" and "C." Panel "A" deals with matters affecting Chief Officers of Police; Panel "B" is concerned with Superintendents; and Panel "C" with the Federated ranks. On each panel there is again an Official Side and a Staff Side, the Staff Side consisting of the ranks appropriate to the panel. The Official Side of the Council is composed of representatives of the Home Office and Scottish Home Department; the County Councils Association and the Association of Municipal Corporations and the corresponding Scottish bodies. The Council has an independent chairman and arbitrators are appointed in the event of their being necessary. The results of arbitration proceedings are accepted as binding by all parties, though the final decision for all matters affecting pay and conditions of service lies with the Secretary of State by virtue of his powers under the Police Act, 1919.

141. The Police Council for Great Britain has now been established for seven years and in considering principles affecting pay, serious consideration must be given to whether it is the proper and most effective method of making pay adjustments.

142. Chief Constables feel that in the light of experience this organisation is not suitable for the Police Service for a variety of reasons.

- (a) There cannot be a true employer/employee relationship between the two sides of the Police Council. Most of the functions of an employer are part of the general responsibilities of Chief Officers of Police, who sit on the Staff Side.
- (b) The Official Side must be primarily concerned with finance (as distinct from efficiency and welfare) and hence with the effect that any changes in pay and conditions will have on rates and taxes. Once again to quote the Priestley Commission:—

"... the public and Parliament are rightly bound to exercise the highest degree of vigilance over all instruments of Government. . . . There is, however, the possibility that this vigilance itself, if over-zealously applied, may lead particularly or indirectly to unreasonable depression of Service standards of pay and conditions."

- (c) The conditions described in (a) and (b) have led to automatic resistance, as a duty, by the Official Side to any claims of the Staff Side. No instance can be recalled of

the Official Side *initiating* any improvements in pay and conditions of service as a whole; the influence of Chief Officers, desirable from the aspect of efficiency and welfare, can only be exercised when their assistance is sought as advisors on Panels "B" and "C" after claims have been made.

(d) The sequence of events—

- (i) A claim made by the Staff Side in consequence of changes in cost of living or working conditions in other occupations;
- (ii) The rejection by the Official Side;
- (iii) Negotiation, and then possibly
- (iv) Arbitration—

may have its attractions as an exercise in dialectics but it leads, and has led, to a "trade union" approach to problems which is not in accordance with the status of the police and which, quite properly, is not fortified by the right to strike, the ultimate weapon of trade unionism.

(e) Such an approach is also inconsistent with the conception of the police as a disciplined service. It is particularly derogatory to the status of Chief Officers who find themselves at the end of a queue, their claims being considered only after the bargaining over the claims of lower ranks.

143. The answer appears to lie in the setting up of a permanent advisory body on police pay. This body should be entirely independent and should be composed of persons of such standing that they will enjoy the respect and support of police authorities and the police alike. The advisory body should be charged with a duty to conduct biennial reviews of police pay; during a review all interested parties should be entitled to make representations, as distinct from claims. This regular review would eliminate the necessity for minor pay amendments due to such factors as changes in the cost of living. The question of whether the findings of such a body should be binding on all concerned would need careful consideration in the light of experience gained from reviews made by similar bodies such as those for the higher Civil Service and the Army.

144. The Police Service is local in its administration but it is many years since the need for standardisation of pay and conditions of service at a national level was recognised. If "a strong and efficient police service is necessary for the well-being of the community to a greater degree than any other public service in peace-time" then the pay of that service should not be made the subject of a bargaining process, but should be settled by an organisation which is in a position to take an objective view of what is justifiable.

X. SUMMARY AND CONCLUSIONS

145. "Everything that can heighten to any degree the respectability of the office of Constable adds to the security of the State and to the safety of the life and property of every individual."

These words were written by Patrick Colquhoun, one of the architects of the Police Service, nearly two hundred years ago. They accurately summarise the arguments that have been advanced throughout this memorandum for a new approach to the inter-related problems of the status of the police and their pay.

146. It is the view of Chief Officers of Police that in 1949 the Oaksey Committee did not seize the opportunity to afford the Constable the standing and remuneration to which he was even then entitled. By devaluing the police, a disservice was also done to the public. We urge that for the future the following broad principles should apply to the pay of the police :—

- A. *Having regard to his constitutional position, his unique personal responsibility, standards of knowledge, the vastly increased and ever-increasing scope of his duties, carried out in circumstances of discomfort and personal danger, and the restrictions on his personal freedom which affect his family as well as himself, a Constable is entitled to generous remuneration.*

- B. *The same considerations justify the acceptance by police and public alike of the fact that police work is a profession. As one corollary the approach to problems of pay should be consistent with professional status.*
- C. *The pay structure of the Police Service must provide a career incentive not only through the ranks but also in the honourable profession of Constable. This career incentive must be sufficient in itself to attract men to and retain them in the Service.*
- D. *There being no other profession which can be regarded as even broadly comparable with that of a police officer, pay levels in the police should be assessed by adjusting the maximum salary of the Constable so that it compares favourably with maximum salaries obtainable in the basic grades of other minor professions where approximately the same standards of professional knowledge and skill are required.*
- E. *Emoluments received cannot be disregarded in the determination of the pay level of the Constable. Their value should not be exaggerated, however, and should reflect the reasons for giving emoluments instead of pay and the consequent advantages to those who give them.*
- F. *At the same time, when making comparisons with other professions, the many disadvantages of a policeman's life should be given due credit.*
- G. *For the purpose of establishing a basis for the future application of these principles it is considered that in the light of present economic conditions the starting pay of a Constable on recruitment should be of the order of £560-£600 per annum and that the maximum pay, to be achieved in the last years of service, should be of the order of £900-£1,000 per annum.*
- H. *The salary scale for a Constable between the extremes should be arrived at by a system of increments that take into account the following factors :—*
- (i) *At the end of two years' service a Constable has acquired in broad outline the skill and proficiency that enable him to discharge to the full the responsibilities of his office. By that time there should therefore be a substantial improvement on his starting pay.*
 - (ii) *Between two and five years' service he is steadily improving his efficiency, in his own interests and those of the Service. This should be indicated in the incremental scale.*
 - (iii) *Between five and ten years' service he is fully applying the knowledge and experience gained and is rapidly achieving complete reliability as a Constable. The incremental slope should therefore be steepest in this phase.*
 - (iv) *After the completion of ten years' service there is need to retain his enthusiasm and efficiency at the highest peak and to encourage him to widen his experience still more ; there should therefore be a further two or three increments awarded, the last increment bringing him to his maximum pay being awarded very late in his service.*
- I. *The acquisition of a particularly high degree of professional knowledge by passing examinations for promotion from Constable to Sergeant and from Sergeant to Inspector should be encouraged and recognised by the payment of a substantial salary bonus (of at least £50 per annum) to cease when promotion to the appropriate rank is achieved.*
- J. *If the additional responsibilities of the higher ranks are to be properly rewarded and the career attraction of the Police Service is to be maintained, the pay structure of ranks above Constable should be fixed on the basis of the differentials established by the Oaksey Committee and related to the maximum pay of the Constable.*
- K. *The existing machinery for adjusting the pay structure of the Police Service is not appropriate to the status and constitution of the Police Service. There should therefore be set up an independent advisory body with a duty to conduct a biennial review of salaries.*

147. The Association of Chief Police Officers of England and Wales believes that if these principles are adopted the foundation will be laid for a better appreciation by the public of the duties and responsibilities of the police, for a better service to the public and for the construction of a career attractive to the finest type of citizen.

Year	Police Estab- lishment	No. of Vacan- cies	De- ficiency	Recruits	Wastage				Notes
					Total	Proba- tioners	Without Pension	With Pension	
1949	70,274	12,141	17%	(a) 4,009 } 5,106 (b) 1,097 }	4,063 { 3,020 { 1,043	1,324 311	504 135	1,070 488	Oaksey Award July, 1949 122 109
1950	70,855	9,802	13%	(a) 5,255 } 6,621 (b) 1,366 }	3,847 { 2,806 { 1,041	816 193	446 132	1,447 593	97 123
1951	71,597	11,080	15%	(a) 3,399 } 4,274 (b) 875 }	4,709 { 3,547 { 1,162	1,072 191	708 161	1,665 717	102 93 Trustram Eve Award, August, 1951
1952	71,672	8,229	11%	(a) 4,769 } 6,080 (b) 1,311 }	3,234 { 2,287 { 947	699 190	472 168	1,008 502	108 87
1953	72,086	8,083	11%	(a) 3,526 } 4,559 (b) 1,033 }	4,112 { 2,950 { 1,162	917 225	670 211	1,237 643	126 83
1954	72,616	8,397	11%	(a) 3,502 } 4,811 (b) 1,309 }	4,742 { 3,268 { 1,474	850 213	858 268	1,453 907	107 86 Award of January, 1954
1955	73,098	9,659	13%	(a) 3,488 } 4,892 (b) 1,404 }	5,607 { 3,953 { 1,654	915 272	1,188 287	1,746 1,000	104 95 Award of Sept., 1955
1956	73,832	8,426	11%	(a) 4,148 } 5,906 (b) 1,758 }	3,538 { 2,385 { 1,153	716 294	584 160	954 632	131 67
1957	74,650	7,231	9%	(a) 4,176 } 5,752 (b) 1,576 }	3,967 { 2,741 { 1,226	834 346	710 240	1,057 552	140 88 Award of February, 1957
1958	75,150	6,585	8%	(a) 4,113 } 5,490 (b) 1,377 }	4,066 { 2,931 { 1,135	876 276	627 170	1,275 580	153 109 Award of April, 1958
1959	75,400	5,994	7%	(a) 4,088 } 5,433 (b) 1,345 }	4,278 { 3,181 { 1,097	766 239	894 197	1,389 549	132 112

NOTE: Figures quoted are taken from reports of H.M. Inspectors of Constabulary, 1949/1958 (1959 not yet issued); they are for male officers only; Inspection years run from September to September; 1959 figures are for calendar year.

(a) Refers to Cities, Boroughs and Counties.

(b) Refers to Metropolitan Police Force.

APPENDIX "B"

Summary of Recruitment

All Forces—England and Wales

Year	Authorised Strength in Year in Col. 1	Average Vacancies in Year	Total Enquiries Received	Application Forms Submitted	Applications Pursued							Appointed	
					Rejected				Character reasons including associations (9)	Temperament Unsuitable (10)	Total (11)	Number of Appointments from Cadets (12)	
					Below Physical Standard (6)	Failed Medical Exam. (7)	Below Educational Standard (8)						
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)		
1954	72,616	8,371	43,542	18,540	2,748	2,344	2,516	945	1,094	5,081	264		
1955	73,098	9,678	34,363	15,359	1,801	1,718	2,089	756	747	5,247	310		
1956	73,832	8,914	35,700	17,984	2,304	1,656	2,589	1,231	883	6,368	872		
1957	74,650	7,409	33,941	17,554	2,341	1,471	2,629	1,039	881	6,140	1,085		
1958	75,150	6,679	42,346	21,030	3,001	1,592	3,520	1,477	1,060	5,730	1,372		
1959	75,400	5,994	37,933	19,141	2,729	1,485	3,284	1,253	1,141	5,433	1,380		

NOTE: The figures in this table are taken from statistics supplied by Chief Constables. They differ from those in Appendix "A" because they are for calendar years—not inspection years.

Summary of Wastage
All Forces—England and Wales

APPENDIX "C"

Year	Authorised Strength in Year in Col. 1	Retirements on Pension or Gratuity		Discharged Reg. 8	Dismissed or Required to Resign	Voluntary Resignations without Pension or Gratuity						Reasons for Voluntary Resignations in Columns 7-11							Total Wastage
						Years													
		Ordinary Pension	Medical Pension or Gratuity	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
1954	72,616	2,370	120	92	90	83	463	665	419	548	225	224	40	41	399	282	646	281	4,850
1955	73,098	2,383	119	77	82	85	609	812	456	675	449	267	46	64	459	264	749	300	5,298
1956	73,832	1,504	63	92	94	62	300	390	340	648	169	245	32	32	363	211	455	215	3,493
1957	74,650	1,577	84	139	73	117	487	488	433	724	209	228	39	44	436	279	695	282	4,122
1958	75,150	1,792	98	154	83	116	335	422	380	603	200	220	36	34	388	261	494	209	3,983
1959	75,400	1,838	100	140	104	184	395	512	459	546	244	178	50	29	457	275	616	223	4,278

NOTE: The figures in this table are taken from statistics supplied by Chief Constables. They differ from those in Appendix "A" because they are for calendar years—not inspection years.

APPENDIX "D"

Summary of Syllabus for Initial Training Course
at District Police Training Centre

Junior Stage—Four Weeks Duration

1st Week

How to study
History of the Police
Internal organisation of the Police Force
Police Regulations
Discipline Code
Police in relation to other public services
Police communications
Police publications
Official pocket book
Introduction to beat duties
Local knowledge required
Police reports
Common and Statute Law
Observation and Observation Tests
Initial Civil Defence
First Aid ; Swimming ; Foot Drill ; Self Defence

2nd Week

Laws of evidence
Classification of crimes and offences
Powers of arrest without warrant
Judges' Rules
Care and custody of prisoners
Loss of memory
Destitute persons
Prisoners' rights to bail, etc.
Magistrates' Courts
Animals (common terms)
Complaints, informations, summonses, warrants—issue and execution
Quarter Sessions, Courts of Assize
Property—lost and found
Practical demonstrations of lessons
First Aid ; Swimming ; Foot Drill ; Physical Training

3rd Week

Questioning witnesses and taking statements
Traffic signs and pedestrian crossings
Various types of motor vehicles
Registration and Licensing of motor vehicles
Road accidents—police action
Highway Code
Driving Licences and Insurance
Trade Licences and records
Lights on vehicles
Driving under the influence
Taking without the owner's consent
Practical demonstrations of lessons
First Aid ; Swimming ; Foot Drill ; Physical Training

4th Week

Motor vehicles, goods carriers—licences and records
Plan drawing
Motor vehicles—technical details, Construction and Use Regulations
Magistrates' Courts procedure
Public Service vehicles and Hackney carriages
Initial Civil Defence
Laws of evidence
Practice in giving evidence
Offences by owners and drivers of motor vehicles
Dangerous, reckless, careless driving
Speed Limits
Review of the Stage followed by examination
First Aid ; Swimming ; Physical Training ; Self Defence

APPENDIX "D" (Contd.)

Intermediate Stage—Five Weeks Duration

5th Week	6th Week
Licensing Laws	Children and Young Persons
Drunkenness	Betting Laws
Places of public entertainment	Absentees and Deserters
Pawnbrokers, Old Metal Dealers, etc.	Crime complaints and reports
Vagrancy Laws	Gaming and Lotteries
Damage	Highway Acts
Initial Civil Defence	Gun Licences
Practical demonstrations and practice in giving evidence	Town Police Clauses Act
First Aid; Swimming; Foot Drill; Physical Training	Firearms law
	Street and House-to-House Collections
	Practical demonstrations
	First Aid; Swimming; Foot Drill; Physical Training
7th Week	
Game Laws	
Diseases of Animals	
Movement of Animals	
Dogs	
Fires	
Sudden deaths	
Suicides	
Cruelty to Animals	
Prevention of Crime (legal) and Crime Prevention	
Assaults	
Practical demonstrations	
First Aid; Swimming; Foot Drill; Physical Training	
	8th Week
	Prostitution
	Indecency
	Wounding, Grievous Bodily Harm
	Crashed Aircraft
	Practical demonstrations
	First Aid; Swimming; Foot Drill; Physical Training
9th Week	
Identification methods	
Depositions, dying declarations	
Civil Defence	
Aliens	
Magistrates' Courts procedure—practical	
Licensing Laws offences—demonstration	
Revision and Examination	
First Aid; Swimming; Self Defence; Foot Drill; Physical Training	

APPENDIX "D" (Contd.)

Senior Stage—Four Weeks Duration

10th Week

Larceny
 False Pretences
 Receiving
 Burglary
 Night Offences
 Housebreaking
 Sacrilege
 Examination of scenes of crime
 M.O. System
 Public Order
 Visit to County Police M.O. Department
 Knowledge of local thieves
 Practical demonstration—scenes of crime
 Offences against women and girls
 Offences of indecency by or with males
 First Aid ; Foot Drill ; Physical Training ;
 Self Defence

11th Week

Abortion, Child destruction, Concealment
 of birth, etc.
 Coinage Offences
 Homicide
 Police action in homicide
 Practical plan drawing
 Practical beat incidents
 Practical—Magistrates' Courts procedure
 Demonstration of road traffic offences
 Practical demonstrations
 Foot Drill ; Physical Training ; Self
 Defence

12th Week

Review of Junior Stage
 Practical demonstrations—road accidents
 involving removal of vehicles
 Practical exercises—larceny
 Practical—Magistrates' Courts procedure,
 evidence tests
 Review of Intermediate stage
 Foot Drill ; Physical Training ; Self
 Defence

13th Week

Review of Senior Stage
 Civil Defence
 Care in handling firearms
 Police and Public
 Conditions of Service
 Police Federation
 Police Fund
 Co-operation with C.I.D.
 Civil disputes affecting the Police
 Accident prevention
 Foot Drill ; Physical Training
 Final Examination

APPENDIX "E"

**Assessment by the Desborough Committee
of Police Duties and Responsibilities**

" 29. A candidate for the Police must not only reach certain standards of height and physical development, but must have a constitution which is sound in every way. The duties the Police have to perform are varied and exacting ; they are increasing, and will probably still increase in variety and complexity, and a man cannot make a good policeman unless his general intelligence, memory and powers of observation are distinctly above the average. His character should be unblemished ; he should be humane and courteous and, generally, he should possess a combination of moral, mental and physical qualities not ordinarily required in other employments. Further, when he becomes a constable, he is entrusted with powers which may gravely affect the liberty of the subject, and he must at all times be ready to act with tact and discretion, and on his own initiative and responsibility, in all sorts of contingencies. The burden of individual discretion and responsibility placed upon a constable is much greater than that of any other public servant of subordinate rank.

" 30. The Police also stand in a special relationship to the community. Each constable on appointment becomes one of the duly constituted guardians of law and order for and on behalf of the citizens as a whole, and, as we have pointed out, he makes a declaration of service to the Crown as such. He undertakes special responsibilities in regard to the prevention and detection of crime, and, while he does not relieve the citizen from all responsibility for the protection of his own property and for bringing offenders to justice, he claims to be and is the principal agent in the prevention and detection of crime of all kinds, and generally holds a position of trust which it is important he should be able to maintain. We consider it essential that the sense of obligation to the public should be preserved in the Police, and the reason we dwell on these considerations at some length is that they are fundamental to the views we have formed as to the status of the Police and the pay they should receive.

" 31. A number of police witnesses have urged that in various ways a constable is subject to social disabilities by reason of his employment. Moreover, he must at all times, both on and off duty, maintain a standard of personal conduct befitting to his position, and this does impose upon him certain restrictions which do not exist in ordinary employments and hardly apply in the same degree even in the case of other public servants. He is liable to be called for duty at any time in an emergency, and, in order that he may be available for unexpected calls, he may be restricted in his choice of a residence. The special temptations to which a constable is exposed are obvious, and, as any lapse must be severely dealt with, it is only just that his remuneration should be such as will not add to his temptations the difficulties and anxieties incidental to an inadequate rate of pay. The policeman's calling also exposes him to special dangers. He may at any time have occasion to arrest an armed criminal ; he frequently has to deal with drunken persons, who are responsible for the greater part of the crimes against the person, and he may occasionally have to take part in suppressing violent disorder.

" 32. The policeman is also put to certain special expenses by reason of his employment, for example, he not only requires good and sustaining food but the cost of his housekeeping is increased by the irregularity of the hours at which he has to take his meals and the frequent necessity of cooking specially for him ; and it is generally, and quite correctly, a condition of service that he may not be concerned, directly or indirectly, in any trade or business, so that he is precluded from supplementing his wages by undertaking employment for profit in his spare time."

APPENDIX "F"

**Legislation Passed since 1920
which Affects Duties and Responsibilities of Police**

<i>Title</i>	<i>Effect on Police</i>
Gold and Silver (Export Control, etc.) Act, 1920	Enforcement and Prosecution
Official Secrets Act, 1920	Enforcement and Prosecution
Police Pensions Act, 1920	Administrative
Pawnbrokers Act, 1922	Amending
Juries Act, 1922	Prosecution
Celluloid and Cinematograph Film Act, 1922	Examination of premises
Allotments Act, 1922	Enforcement and Prosecution
Salmon and Freshwater Fisheries Act, 1923 ..	Additional powers to demand, search, detain
Explosives Act, 1923	Enforcement and Prosecution ; extension of previous Acts
Law of Property Act, 1925	Prosecution and Enforcement
Performing Animals (Regulations) Act, 1925	Inspection of premises ; enforcement ; prosecution of certain offences
Honours (Prevention of Abuses) Act, 1925 ..	Enforcement and Prosecution
Criminal Justices' Act, 1925	Enforcement and Prosecution ; procedural
Bankruptcy (Amendment) Act, 1926 ..	Amending
Births and Deaths Registration Act, 1926 ..	Enforcement and Prosecution
Judicial Proceedings (Regulation of Reports) Act, 1926	Enforcement and Prosecution with consent of Attorney General
Police (Appeals) Act, 1927	Administrative
Protection of Animals (Amendment) Act, 1927	Amending
Statute Law Revision Act, 1927	Repeal
Currency and Bank Notes Act, 1928 ..	Enforcement and Prosecution
Dogs (Amendment) Act, 1928	Enforcement and Prosecution ; amending
Petroleum (Consolidation) Act, 1928 ..	Enforcement and report breaches of regulations
Infant Life Preservation Act, 1929	Enforcement and Prosecution
Road Traffic Act, 1930	Enforcement and Prosecution
Road Traffic (Amendment) Act, 1931 ..	Procedural
Architects (Registration) Act, 1931 ..	Enforcement and Prosecution
Improvement of Livestock (Licensing of Bulls) Act, 1931	Enforcement and examination of Licences
Extradition Act, 1932	Addition to 1870 Act
Sunday Entertainments Act, 1932	Inspection of premises
Children and Young Persons Act, 1933 ..	Enforcement and Prosecution
Pharmacy and Poisons Act, 1933	Enforcement if appointed by Local Authority
Slaughter of Animals Act, 1933	Enforcement and Prosecution
Road and Rail Traffic Act, 1933	Enforcement and Prosecution
Protection of Animals Act, 1934	Enforcement and Prosecution
Road Traffic Act, 1934	Enforcement and Prosecution
Incitement to Disaffection Act, 1934 ..	Enforcement and Prosecution
Betting and Lotteries Act, 1934	Enforcement and Prosecution
Vagrancy Act, 1935	Amending 1824 Act
Coinage Offences Act, 1936	Enforcement and Prosecution
Public Health Act, 1936	Prosecution under Byelaws and for certain nuisances
Public Order Act, 1936	Enforcement and Prosecution
Firearms Act, 1937	Enforcement and Prosecution ; Licensing of Firearms ; Repeal of 1920 Act

APPENDIX "F" (Contd.)

<i>Title</i>	<i>Effect on Police</i>
Evidence Act, 1938	Procedural
Infanticide Act, 1938	Prosecution
Children and Young Persons Act, 1938 ..	Procedural
Young Persons (Employment) Act, 1938 ..	Enforcement and Prosecution
House to House Collections Act, 1939 ..	Enforcement and Prosecution ; Licensing
Official Secrets Act, 1939	Duty to give information
Police (Appeals) Act, 1943	Administrative
Police (Overseas Service) Act, 1945	Administrative
Police (His Majesty's Inspectors of Constabulary) Act, 1945	Administrative
Police Act, 1946	Administrative
Road Traffic (Driving Licences) Act, 1946 ..	Procedural
Fire Service Act, 1947	Power to break into premises, close streets, etc.; prosecution of certain offences
Police Pensions Act, 1948	Administrative
Companies Act, 1948	Prosecution of offences ; consolidation
Children Act, 1948	Prosecution of certain offences procedural
Criminal Justice Act, 1948	Procedural
Gas Act, 1948	Prosecution of certain offences
Licensing Act, 1949	Amendment to powers of visiting ; amendment of penalties
Representation of the People Act, 1949 :	Power of arrest ; enforcement and prosecution
Docking and Nicking of Horses Act, 1949 ..	Enforcement and Prosecution
Marriage Act, 1949	Prosecution
Vehicles (Excise) Act, 1949	Prosecution ; also for offences against Regulations
Diseases of Animals Act, 1950	Enforcement of Act and Regulations ; consolidating
Fraudulent Mediums Act, 1951	Prosecution with consent of Attorney General (Power of arrest under Criminal Justice Act, 1948)
Pet Animals Act, 1951	Prosecution
Dangerous Drugs Act, 1951	Enforcement ; entry into premises, etc.
Motor Vehicles (International Circulation) Act, 1952	Procedural
Customs and Excise Act, 1952	Duty to assist in enforcement ; consolidating
Hypnotism Act, 1952	Power of entry ; enforcement and prosecution
Children and Young Persons (Amendment) Act, 1952	Procedural
Prison Act, 1952	Enforcement and Prosecution
Magistrates' Courts Act, 1952	Procedural
Cockfighting Act, 1952	Enforcement and Prosecution
Visiting Forces Act, 1952	Procedural
Cinematograph Act, 1952	Procedural
Prevention of Crime Act, 1953	Enforcement and Prosecution
Births and Deaths Registration Act, 1953 ..	Prosecution
Accommodation Agencies Act, 1953	Prosecution
Dogs (Protection of Livestock) Act, 1953 ..	Prosecution
Post Office Act, 1953	Prosecution
School Crossing Patrols Act, 1953	Administrative
Licensing Act, 1953	Enforcement and Prosecution
Protection of Birds Act, 1954	Enforcement and Prosecution
Pests Act, 1954	Prosecution

APPENDIX "F" (Contd.)

<i>Title</i>	<i>Effect on Police</i>
Army Act, 1955	Prosecution ; procedural in relation to absentees and deserters
Air Force Act, 1955	
Children and Young Persons (Harmful Publication) Act, 1955	
Occasional Licences and Young Persons Act, 1956	Prosecution with consent of Attorney General
Small Lotteries and Gaming Act, 1956	Supplementing Licensing Act, 1953
Agriculture (Safety, Health and Welfare Provisions) Act, 1956	Enforcement and Prosecution
Road Traffic Act, 1956	Prosecution of offences under Regulations
Sexual Offences Act, 1956	Enforcement and Prosecution
Homicide Act, 1957	Prosecution ; consolidating
Magistrates' Courts Act, 1957	Prosecution
Road Transport Lighting Act, 1957	Procedural
Naval Discipline Act, 1957	Prosecution
Road Transport Lighting (Amendment) Act, 1958	Prosecution ; procedural in relation to absentees and deserters
First Offenders Act, 1958	Amending
Opticians Act, 1958	Procedural
Horse Breeding Act, 1958	Prosecution
Prevention of Fraud (Investment) Act, 1958	Inspection of Licences ; prosecution
Representation of the People (Amendment) Act, 1958	Prosecution
Litter Act, 1958	Procedural
Highways Act, 1959	Enforcement and Prosecution
Small Lotteries and Gaming Act, 1956 (Amendment) Act, 1959	Prosecution
Restriction of Offensive Weapons Act, 1959	Amending
Police Federation Act, 1959	Enforcement and Prosecution
Dog Licences Act, 1959	Administrative
Street Offences Act, 1959	Prosecution
Obscene Publications Act, 1959	Enforcement and Prosecution

APPENDIX "G"

Delegated Legislation, 1958

Agriculture (Avoidance of Accidents to Children) Regulations, 1958
Carbon Disulphide (Conveyance by Road) Regulations, 1958
Cinematograph (Safety) Regulations, 1958
Conveyance of Explosives Byelaws, 1958
Dangerous Drugs Act, 1951 (Application) Order, 1958
Dangerous Drugs Act, 1951 (Relaxation) Order, 1958
Exported Ponies Protection Order, 1958
Fowl Pest (Infected Areas Restrictions) Amendment Order, 1958
Horses (Sea Transport) (Amendment) Order, 1958
Importation of Hay and Straw (Amendment) Order, 1958
Live Poultry (Movement Records) Order, 1958
Motor Vehicles (Driving Licences) (Amendment) Regulations, 1958
Pedestrian Crossings (England and Wales) (Amendment) Regulations, 1958
Petroleum (Carbon Disulphide) Order, 1958
Poisons List Order, 1958
Poisons Rules, 1958
Public Service Vehicles (Conditions of Fitness) Regulations, 1958
Public Service Vehicles and Trolley Vehicles (Carrying Capacity) (Amendment) Regulations, 1958
Road Traffic Act, 1956 (Commencement No. 7) Order, 1958
Road Transport Lighting (Amendment) Act, 1958
Road Vehicles Lighting (Amendment) Regulations, 1958
Road Vehicles Lighting (Projecting Loads) Regulations, 1958
Road Vehicles Lighting (Projecting Loads) Order, 1958
Spring Traps Approval Order, 1957
Swine Fever (Infected Areas Restrictions) (Amendment) Order, 1958
Traffic Signs (Amendment) Regulations, 1957
Traffic Signs General Directions (No. 2), 1957
Traffic Signs (40 m.p.h. Speed Limit) Regulations, 1958
Traffic Signs (40 m.p.h. Speed Limit) Directions, 1958
Traffic Signs (30 m.p.h. Speed Limit) (England and Wales) Directions, 1958

APPENDIX "H"
TABLE No. 1

Movements in Police Salaries from Oaksey—1949

(1) Rank and Establishment	(2) Oaksey 1949		(3) Trustam Eve 1951		(4) Award of 1954		(5) Award of 1955		(6) Award of 1957		(7) Award of 1958		(8) Amount of Tapering From Oaksey		(9) Amount of Tapering From T/Eve	
	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Max. Salary (a)	Index (b)	Index (a)	Act. Amt. (b)	Index (a)	Act. Amt. (b)
	£		£		£		£		£		£		£		£	
Provincial :																
Constable ..	420	100	505	100	550	100	640	100	660	100	695	100	—	—	—	—
Sergeant ..	485	115	585	115	635	115	735	115	755	114	795	114	01	06	01	06
Inspector ..	575	137	690	137	745	135	860	134	885	134	930	134	03	22	03	22
Chief Inspector ..	645	153	775	153	830	151	960	151	1,000	151	1,050	151	02	13	02	13
Superintendent G. II	750	178	900	178	985	179	1,160	181	1,190	180	1,250	180	+02	+13	+02	+13
Superintendent G. I	850	203	1,000	198	1,095	199	1,285	201	1,320	200	1,385	199	04	26	+01	+09
Chief Superintendent	950	226	1,100	218	1,200	218	1,375	215	1,430	218	1,500	216	10	71	02	15
Assist. Chief Constable :																
401/600 ..	1,200	286	1,350	267	1,450	263	1,650	258	1,700	258	1,785	257	29	203	10	71
601/800 ..	1,300	310	1,450	277	1,500	272	1,700	266	1,750	265	1,835	264	46	320	13	90
801/1,200 ..	1,350	321	1,500	297	1,600	291	1,810	283	1,865	283	1,960	282	39	271	15	104
1,201/1,600 ..	1,500	357	1,650	327	1,800	327	2,035	318	2,095	317	2,200	317	40	281	10	73
1,601/2,500 ..	1,600	381	1,750	347	1,900	345	2,145	335	2,210	335	2,320	334	47	328	13	92
Over 2,500 ..	1,750	416	1,900	376	2,050	373	2,305	360	2,375	360	2,495	359	57	396	17	118
Chief Constable :																
Under 40 ..	850	203	1,000	198	1,100	200	1,290	202	1,330	201	1,395	201	02	16	+03	+19
40/74 ..	1,000	238	1,150	227	1,250	227	1,430	223	1,475	223	1,550	223	15	104	04	28
75/125 ..	1,200	286	1,350	267	1,450	263	1,655	259	1,705	258	1,790	258	28	198	09	66
126/200 ..	1,350	321	1,500	297	1,600	291	1,825	285	1,880	285	1,975	284	37	256	13	89
201/300 ..	1,500	357	1,650	327	1,800	327	2,050	320	2,110	319	2,215	319	38	266	08	58
301/400 ..	1,600	381	1,750	347	1,900	345	2,160	337	2,225	337	2,335	336	45	313	11	77
401/600 ..	1,750	416	1,900	376	2,050	373	2,330	364	2,400	363	2,520	363	53	371	13	93
601/800 ..	1,900	452	2,050	406	2,250	409	2,550	398	2,625	398	2,755	396	56	385	10	67
801/1,200 ..	2,100	500	2,250	445	2,450	445	2,770	433	2,855	433	2,990	430	70	485	15	103
1,201/1,600 ..	2,300	548	2,450	485	2,650	482	3,095	468	3,085	467	3,225	464	84	584	21	146
1,601/2,500 ..	2,500	595	2,650	525	2,900	527	3,270	511	3,370	511	3,525	507	88	610	18	124
Over 2,500 ..	2,700	643	2,850	564	3,100	564	3,485	545	3,590	544	3,750	540	103	719	24	170

Norm : The Index in every case is based on Constable's maximum salary = 100.

APPENDIX "H"
TABLE No. 2Table of Salary Maxima, 1951/1959 and Indices, Civil Service—
Administrative, Executive and Clerical

Grade (1)	Index 1939 (2)	Salary 1950/51 (3)	Index 1950/51 (4)	Salary July, 1955 (5)	Index 1955 (6)	Salary 1.4.1956 (7)	Index 1956 (8)	Salary 1.7.1957 (9)	Index 1957 (10)	Salary 1.12.1958 (11)	Index 1958 (12)	Salary 1.10.1958 (13)	Index 1958 (14)
Clerical Officer	100	£ 500	100	£ 625	100	£ 650	100	£ 760	100	£ 789	100	£	
Executive Officer	150	700	140	870	139	1,000	145	1,050	138	1,085	138	1,140	144
Higher Executive Officer ..	186	865	173	1,090	174	1,225	178	1,285	169	1,330	169	1,415	179
Senior Executive Officer ..	246	1,075	215	1,325	212	1,530	222	1,605	211	1,660	210	1,850	234
Principal	314	1,375	275	1,595	255	1,950	283	No increase awarded		2,120	269		
Assistant Secretary	429	2,000	400	2,200	352	2,700	391			3,000	380		
Under Secretary	486	2,500	500	2,600	416	3,400	493			3,800	482		
Deputy Secretary	629	3,250	650	3,250	520	4,250	616			5,000	634		
Permanent Secretary ..	857	4,500	900	4,500	720	6,000	870			7,000	887		

* The scale of the Civil Servant (Clerical Grade) taken as a basis for indexing this Table—compares with £505 per annum awarded by the Trustam Eve award on 3rd August, 1951, to Constables. This approximate equivalence continued until the Civil Service award of April, 1956 (Column 7).

† Further increase in January, 1960—back-dated to 1st October, 1958.

APPENDIX "H"
TABLE No. 3Table Showing Police Pay Structure Since 1958, and Notional Structures Based on Civil Service Equivalence and Progress, 1951-1956.
Constable (1951 Salary £505) and Civil Service Clerical Officer Grade (1951 Salary £500)—Both Indexed on 100

Police Ranks and Establishments	Present Salary £	Correct Amount Based on Civil Service Award to Clerical Officer, 1959—£789			Notes
		Oaksey Index £	Trustam Eve Index £	Present Index £	
Provincial :					The Oaksey Committee in 1949 fixed the complete Police Pay structure and relatives. In 1950/1951 certain Civil Service salaries were as shown in Table No. 2. In August, 1951, the Trustam Eve award of 'flat-rate' increases produced the first tapering in Police scales. In the 1954 Arbitration proceedings and on many other occasions the Official Side of the Police Council for Great Britain stressed that Police pay must be based on Oaksey. Every award (except the Arbitration award to Chief Officers in 1954) has included elements of tapering, even that of 1958, notwithstanding the fact that most other walks of life (Civil Service, Local Government Service and the Armed Services) had restored relatives at least and in some cases had expanded differentials. This Table shows what Police Salary structure should have been in 1960 if the equivalence of the Constable with the Clerical Officer (Civil Service) established and maintained 1951-1956 had continued.
Constable	695	796	796	796	
Sergeant	795	915	915	907	
Inspector	930	1,091	1,091	1,067	
Chief Inspector	1,050	1,218	1,218	1,202	
Superintendent G. II	1,250	1,417	1,417	1,433	
Superintendent G. I	1,385	1,616	1,576	1,584	
Chief Superintendent	1,500	1,799	1,735	1,719	
Asst. Chief Constable :					
401/600	1,785	2,277	2,125	2,046	
601/800	1,835	2,468	2,205	2,101	
801/1,200	1,960	2,555	2,364	2,245	
1,201/1,600	2,200	2,842	2,603	2,523	
1,601/2,500	2,320	3,033	2,762	2,659	
Over 2,500	2,495	3,311	2,993	2,858	
Chief Constable :					
Under 40	1,395	1,616	1,576	1,600	
40/74	1,550	1,894	1,807	1,775	
75/125	1,790	2,277	2,125	2,054	
126/200	1,975	2,555	2,364	2,261	
201/300	2,215	2,842	2,603	2,539	
301/400	2,335	3,033	2,762	2,675	
401/600	2,520	3,311	2,993	2,889	
601/800	2,755	3,598	3,232	3,152	
801/1,200	2,990	3,980	3,542	3,423	
1,201/1,600	3,225	4,362	3,861	3,693	
1,601/2,500	3,525	4,736	4,179	4,036	
Over 2,500	3,750	5,118	4,489	4,298	

APPENDIX "H"
TABLE No. 4

Table showing Army Pay Structure—Married Men in Official Quarters—Tradesmen and Non-Tradesmen—Rates Operative from 1st April, 1960

Rank, Engagement, Years of Service completed Note: Number of years engagement shown in brackets	(1)	Basic Pay (2)	Allowances			Gross Total (6)	Deductions			Nett Pay Received (10)
			Marriage, etc. (3)	Clothing (4)	Ration (5)		N.H.L. (7)	M.Q. (8)	Total (9)	
I Non-TRADESMEN: Private Grade IV (9) On appointment	£ s. d. 6 9 6	£ s. d. 3 17 0	s. d. 1 10	£ s. d. 2 3 2	£ s. d. 12 11 6	s. d. 6 1	£ s. d. 1 8 6	£ s. d. 1 14 7	£ s. d. 10 16 11
Private Grade I (15) After 9 years	8 11 6	3 17 0	1 10	2 3 2	14 13 6	6 1	1 8 6	1 14 7	12 18 11
Lj/Corporal Grade I (9) On appointment	8 15 0	3 17 0	1 10	2 3 2	14 17 0	6 1	1 8 6	1 14 7	13 2 5
Lj/Corporal Grade I (15) After 9 years	9 5 6	3 17 0	1 10	2 3 2	15 7 6	6 1	1 8 6	1 14 7	13 12 11
Corporal Grade I (9) On appointment	9 9 0	3 17 0	1 10	2 3 2	15 11 0	6 1	1 8 6	1 14 7	13 16 5
Corporal Grade I (15) After 9 years	10 3 0	3 17 0	1 10	2 3 2	16 5 0	6 1	1 8 6	1 14 7	14 10 5
Corporal Grade I (21) After 15 years	10 13 6	3 17 0	1 10	2 3 2	16 15 6	6 1	1 8 6	1 14 7	15 0 11
Sergeant (21) After 15 years	12 15 6	4 7 6	1 10	2 3 2	19 8 0	6 1	1 8 6	1 14 7	17 13 5
Staff Sergeant (21) After 15 years	14 3 6	4 11 0	1 10	2 3 2	20 19 6	6 1	2 2 0	2 8 1	18 11 5
Warrant Officer II (21) After 15 years	14 14 0	4 14 6	1 10	2 3 2	21 13 6	6 1	2 2 0	2 8 1	19 5 5
Warrant Officer I (21) After 15 years	15 8 0	4 14 6	1 10	2 3 2	22 7 6	6 1	2 2 0	2 8 1	19 19 5

APPENDIX "H"
TABLE No. 4—contd.

II. TRADESMEN :

Private Class III	(9) On appointment	..	7 14 0	3 17 0	1 10	2 3 2	13 16 0	6 1	1 8 6	1 14 7	12 1 5
Private Class I	(15) After 9 years ..	..	8 18 6	3 17 0	1 10	2 3 2	15 0 6	6 1	1 8 6	1 14 7	13 5 11
L/Corporal Class I	(9) On appointment	..	9 2 0	3 17 0	1 10	2 3 2	15 4 0	6 1	1 8 6	1 14 7	13 9 5
L/Corporal Class I	(15) After 9 years ..	..	9 12 6	3 17 0	1 10	2 3 2	15 14 6	6 1	1 8 6	1 14 7	13 19 11
Corporal Class I	(9) On appointment	..	9 16 0	3 17 0	1 10	2 3 2	15 18 0	6 1	1 8 6	1 14 7	14 3 5
Corporal Class I	(15) After 9 years ..	..	10 10 0	3 17 0	1 10	2 3 2	16 12 0	6 1	1 8 6	1 14 7	14 17 5
Corporal Class I	(21) After 15 years	..	11 0 6	3 17 0	1 10	2 3 2	17 2 6	6 1	1 8 6	1 14 7	15 7 11
Sergeant	(21) After 15 years	..	13 9 6	4 7 6	1 10	2 3 2	20 2 0	6 1	1 8 6	1 14 7	18 7 5
Staff Sergeant	(21) After 15 years	..	14 17 6	4 11 0	1 10	2 3 2	21 13 6	6 1	2 2 0	2 8 1	19 5 5
Warrant Officer II	(21) After 15 years	..	15 8 0	4 14 6	1 10	2 3 2	22 7 6	6 1	2 2 0	2 8 1	19 19 5
Warrant Officer I	(21) After 15 years	..	16 2 0	4 14 6	1 10	2 3 2	23 1 6	6 1	2 2 0	2 8 1	20 13 5

Table showing Current Police Pay Structure—Married Men in Official Quarters

Rank and Years of Service Completed (1)	Basic Pay (2)	Boots Allowance (3)	Gross Total (4)	Deductions			Nett Pay Received (8)
				Pension (5)	N.H.L. (6)	Total (7)	
	£ s. d.	s. d.	£ s. d.	£ s. d.	s. d.	£ s. d.	£ s. d.
Constable—On appointment ..	9 15 6	3 0	9 18 6	11 1	9 11	1 1 0	8 17 6
Constable—After 9 years* ..	13 6 5	3 0	13 9 5	15 6	9 11	1 5 5	12 4 0
Sergeant—On appointment ..	14 5 7	3 0	14 8 7	16 8	9 11	1 6 7	13 2 0
Sergeant—After 2 years* ..	15 4 9	3 0	15 7 9	17 10	9 11	1 7 9	14 0 0
Inspector—On appointment ..	16 11 7	3 0	16 14 7	19 7	9 11	1 9 6	15 5 1
Inspector—After 2 years* ..	17 16 6	3 0	17 19 6	1 1 1	9 11	1 11 0	16 8 6

* Point at which the maximum salary is reached

The rates shown above for police officers are those paid to members of provincial forces

NOTES ON THE ABOVE TABLES :

- (1) Police in official quarters are provided with accommodation only. Soldiers in married quarters are provided with furniture, bedding, blankets, carpets, cutlery, crockery and fittings. The only expense which a married soldier in quarters has to meet is for fuel, light and food.
- (2) It will be noticed that the soldier continues to draw his marriage allowance despite the fact that he occupies official quarters.
- (3) It should be noted that the National Health Insurance contribution paid by the soldier is also less than that paid by the police officer.

Salaries of Teachers in Primary and Secondary Schools Maintained by
Local Education Authorities

Qualified Assistant Teachers:

Basic Scales:—£520 rising over 17 years to £1,000 maximum (see Table below).

All qualified teachers are also entitled to additional amounts according to qualifications, viz:

(a) Training addition	£30 to £120
(b) Graduate's addition	£90
(c) Good Honours Degree addition	£75

Table Showing Burnham Scales for Qualified Assistant Teachers—Basic

Completed years of Service	1938	1948	1951	1959
0	£ 186	£ 300	£ 375	£ 520 0
1	186	315	393	547 10
2	198	330	411	575 0
3	210	345	429	602 10
4	222	360	447	630 0
5	234	375	465	657 10
6	246	390	483	685 0
7	258	405	501	712 10
8	270	420	519	740 0
9	282	435	537	767 10
10	294	450	555	795 0
11	306	465	573	822 10
12	318	480	591	850 0
13	330	495	609	877 10
14	342	510	630	905 0
15	354	525	—	932 10
16	366	540	—	960 0
17	378	555	—	1,000 0
18	384	—	—	—

APPENDIX "H"
TABLE No. 7

Relative Movements in Pay Levels—Constable and Assistant Teacher

	1948		1951		1959	
	Salary	Index	Salary	Index	Salary	Index
	£		£		£	
Assistant Teacher— Maximum	555	100	630	100	1,000	100
Constable— Maximum	420	76	505	80	695	70
Assistant Teacher— On appointment ..	300	54	375	60	520	52
Constable— On appointment ..	330	59	400	64	510	51

POLICE PROMOTION EXAMINATIONS

TECHNICAL AND EDUCATIONAL EXAMINATIONS
FOR PROMOTION TO THE RANK OF SERGEANT

SPECIMEN EXAMINATION PAPERS

(NOT REPRODUCED)

Examination of Witnesses

CAPTAIN SIR JONATHAN PEEL (*President*)

MR. SYDNEY LAWRENCE (*Vice-President*)

MR. NORMAN GOODCHILD (*Secretary*)

MR. DOUGLAS OSMOND

on behalf of the Association of Chief Police Officers of England and Wales

MR. JOHN INCH

MR. J. A. ROBERTSON

on behalf of the Chief Constables' (Scotland) Association

Called and Examined

749. *Chairman*: You are here, Sir Jonathan, as president of the Association of Chief Officers of Police?—*Sir Jonathan Peel*: That is so, Sir.

750. I am sure that I can say without hesitation that all members of the Commission have very greatly enjoyed and been greatly interested by the memorandum which the Association have put in. As on other occasions, I shall not refer to everything in the memorandum, but you can rely upon it that we have all read it very carefully.—*Sir*, may I say that Mr. Osmond has been the chairman of the sub-committee which we appointed to draft this memorandum, and Mr. Goodchild has been largely responsible for the statistical information in the appendices, so if it would be agreeable to you I think it might be helpful if they deal with the main points in the memorandum in the first instance.

751. Of course, yes. I do not think I need ask about the organisation of the Association—the introduction to your memorandum explains the position very clearly to us: and of course so far as Scotland is concerned we may be seeing more of you in Edinburgh. If I may go on then to paragraph 1, where you quote the terms of reference, there are some omitted passages, as you honestly indicate by dots, but presumably they do not go to the argument, so to speak?—*Mr. Osmond*: No, they do not affect the argument.

752. You do feel, you say, that the whole approach to the Oaksey Committee and by the Oaksey Committee was influenced by the circumstances at the time and by its terms of reference?—*Quite*, Sir.

753. Having quoted some of the passages from Desborough and so forth—with which we are becoming familiar, we assure you—you say that in the view of the Chief Constables as a whole the

result of the Oaksey Committee was not satisfactory?—No, Sir, on the whole we thought it was a very disappointing document.

754. And you would claim, I am sure, that in taking that view it is not merely that as those responsible for the men you want to see that you get as much as you can possibly get for them, but it was not an award which led to desirable results?—No, Sir, it did not lead to a desirable result, it did not lead to an efficient service and it will not in the future lead to an efficient service.

755. You discuss in your memorandum what were the defects in approach, both in the setting up of the committee and in the consideration given to its duty by the committee, and you say that Sir Malcolm Trustram Eve's tribunal, which of course did a very quick job of work at a difficult moment, was not a philosophical approach to the problem. . . .—It was an expedient, Sir.

756. It was an expedient, yes. You felt it necessary, in paragraph 10, to underline four words, you "emphatically refute" any suggestion that the figures of recruitment, etc., and strength of the force, are not altogether unsatisfactory. I do not think we have heard any contention of that kind, really, and I do not think the evidence from the Home Office quite bears that out, but you may think that their estimate of the true shortage, of 12,500, is not an adequate assessment?—*Sir*, that is the first time we have heard officially of this figure of 12,500, and it is a very much bigger figure than ever has been put forward by the Home Office in the past, let us be quite clear about that. It is very much higher than we thought the Home Office would in fact put the deficiency at.

757. Indeed, I suppose this paragraph was drafted without any knowledge of

that figure?—Without any knowledge at all, Sir, and having regard to the statements we have had in the past from Government spokesmen on deficiencies, it is a little more reassuring.

758. So you are encouraged to some degree?—We are encouraged to quite a considerable degree. We would go rather higher than that figure, but we are encouraged to hear that figure from the Home Office.

759. I suppose you would criticise the approach when these matters of establishment are discussed, the approach which says: "What is the use of putting a number on establishment, when you cannot get that number of men"? You would say there ought to be an appropriate establishment fixed for every force which would at any rate give something which was real and genuine?—Yes, it is very important that you should have a realistic establishment irrespective of your strength, for a good many reasons; quite apart from the fact that you are working towards a target all the time, you have also a plan upon which you are working if you have an establishment. Without such a plan you are really in the dark as to what men you require in a certain place at a certain time or for a particular function. We would like to see a proper establishment fixed for every force as soon as possible.

760. I do not know whether we have yet asked you, but I think we are going to ask you if you would give us a table—I think there are 125 forces, are there not? Is that England and Wales, excluding Scotland?—England and Wales, yes.

761. I wonder if you could give us a table, with two columns, one of the existing establishment and one which you say ought to be the serious establishment? This obviously must not be inflated optimistically to an ideal, but it would be very helpful to us.—I think we can give you that very quickly, Sir.—*Mr. Goodchild*: Sir, we have endeavoured to try to get that figure for you. It must be accepted that at this stage it is an assessment by Chief Constables of their needs; it would have to be negotiated and examined by the Home Office and the police authorities, but we first of all asked how many men would be wanted to be able to give the 44-hour week universally, and then starting from that point, how many men over and above that in order properly to

police the whole of each district. The grand total is something of the order of 15,000, and that includes the Metropolitan Police.—*Sir Jonathan Peel*: In some of those cases the increased establishment has already been approved by the local police authority after very careful investigation, so it has already gone through one stage, it is not merely the Chief Constables' own view.

762. I think that should appear on any table we get, where it has a second sanction, so to speak, and not merely that of the Chief Constables, as *Sir Jonathan* has said.—*Mr. Goodchild*: In some cases the present establishment is regarded as sufficient, and those forces have said: "We want no more men than the present establishment."

763. In paragraph 11, you feel that there were points in the Lord Chancellor's winding up speech in the debate which did not really quite fairly assess the situation?—*Mr. Osmond*: They were not a fair assessment as we know it, Sir.

764. Naturally you would expect us to have taken note, indeed we have taken note, of the serious figures in paragraph 14, of that abnormal wastage.—Yes, Sir, I am sure you have had some figures on that already. I would like to make one further point, that the situation is getting worse, not better.

765. I noted that the figure for the early months of 1960 is a very serious one indeed.—Yes, and since that was put in I have managed to get the up-to-date figures for the No. 4 Police District, which is the Midlands Police District, the counties of Warwickshire, Leicestershire, Shropshire, Staffordshire, Worcestershire and Northamptonshire.

766. Including the county boroughs?—Including the cities and boroughs, and the position is that since the beginning of the year on balance we have lost nine men in the whole of that area, that is, recruiting and wastage against each other, the figure is minus nine, and the proportion of abnormal wastage to recruitment has gone up to 62½ per cent. since that time. The other point is that we are losing as normal wastage men of 25 years' service.

767. In other words, the additional pension for another five years is not enough to outweigh what they consider to be the disadvantages of the work they are doing?—The work they are doing, and

quite obviously the attractions of starting another career which will obviously benefit them in the long run, while they are still young. The service is not offering them enough to hold them for that additional five years.

768. And of course in this time of full employment a good man of 45 to 50 can get good employment?—He can get very good employment quite quickly.

769. In paragraph 20 we are on this establishment point, and you say: "For many years it has been Home Office policy to withhold approval of augmentations in a particular force as long as the strength of that force is appreciably below its existing establishment." I would have expected that in some cases—it might be in all cases—this was the attitude of the local authorities too?—Very seldom, I would say, Sir. Generally speaking local authorities have been most helpful with establishments, have been prepared to put establishments to the Home Office.

770. You think the resistance is in Whitehall?—The resistance to final approval has been in Whitehall, yes.

771. In sub-paragraph (b) of paragraph 21, the effect of reduced working hours, you bring together the two factors of leave and hours per fortnight, so to speak, and tell us that that really means 125 men are needed for the original 100; that is quite reliable, is it?—That can be very clearly demonstrated, Sir. There are a number of factors which have changed since the war, and of course the additional fifteen minutes for refreshment, the additional training commitment—because police training has advanced by leaps and bounds since the war, not only by district training centres but in forces—and the various other factors of that character, have affected the availability of men on the street. We are not talking in terms of 125 men being needed for every 100 in the force, but in terms of men covering the ground in the street, that is constables in the main, and sergeants to a certain extent.

772. I think it is in your memorandum that it is suggested that the fortnight's courses are not really sufficient?—Yes, Sir. They really need the extra fortnight on each of the two continuation courses.

773. The use of civilians of course has increased a great deal in recent years?—Yes.

774. It is inevitable I would imagine that that has varied from force to force in the extent to which Chief Constables like it or find themselves able to adopt it? There must be fairly wide variation, I suppose?—There is quite wide variation between forces, I think the figure varies between 5 per cent. of the establishment and 25 per cent. of the establishment, the strength of the civilian element. Of course, it is not entirely a question whether the Chief Constable likes it. I think this point has been pressed home so much that every police force examines the position, and continues to examine the position regularly. This is continually reviewed. But one must bear in mind that conditions vary between forces to such a considerable extent. They vary between the city force and the county force, and they also vary between forces, county forces for example of different sizes. You can go into a fairly remote country area and you may have just the one man who is the general factotum in the sub-divisional headquarters, or the divisional headquarters even. Many of his jobs could undoubtedly be performed by a civilian, but on the other hand many of his jobs need police knowledge and experience. The result is that where you have not large stations or big district headquarters you have to retain, for operational purposes, the police knowledge, and therefore he continues to do perhaps some job which a civilian might do, as part of his work. You cannot split a policeman.

775. I quite follow that. You do not think, taking the country as a whole, that much more can be done in civilianisation?—I think not.

776. You invite me in paragraph 25 to return to Appendix "B," so I think I should. Perhaps it would be helpful to hear what you have got to say about this; I know you have written it out, but perhaps you would just talk about this, would you?—The wastage?

777. Yes.—Well, you have seen the figures, Sir. We get recruits, on the average somewhere between 17,000 and 18,000 people apply for the police force, but a very considerable number of those who enquire do not pursue their applications, presumably because they find that the conditions and the rates of pay offered were not what they expected. But when those 2,000 or 3,000 are weeded out,

about one in every three are finally selected. The rejections are in the main due to educational reasons, failure to pass what is a fairly elementary test but which the chief officers feel is the minimum standard which can be set, having regard to the qualities which are required in a policeman and the amount of report writing, evidence being given, the study that he has to do, standards of knowledge which are required of him—as you will have seen from his syllabus. There is a minimum standard and we must not depart from that. Other reasons for rejection are of course physical and character reasons, and finally the selection, which is very much the Chief Constable's prerogative, finally weighing up the man when he comes before you and saying: "Is this man likely to become a good policeman?" That of course is an imponderable it is impossible to describe in so many words, but it is a question which is fundamentally one for the Chief Constable. So much for the recruitment. We pointed out that a very large proportion of our recruitment is now coming from cadets, that there is some concern in the service regarding the recruitment of cadets to an unwarranted degree—perhaps "unwarranted" is a bad word—to a considerable degree, that maybe we would be losing something in the service by having too high a proportion of cadets, although none of us would decry the great value and service which cadets are giving to the police service today. They have been a most valuable, and in some forces almost the only, source of recruitment for some years now, and they are likely to be even more so. But at the same time we do recognise the value of the man with a certain amount of worldly experience, who has perhaps been at the receiving end of the policeman's attentions—not criminally, but in connection with the enforcement of various regulations—and he knows the public point of view and he can perhaps take a more objective view of his work as a policeman, having been an ordinary member of the public. That element is diminishing in our recruiting, we are not getting the sort of man who has had worldly experience. Of course, at one time we used to get the men from national service; that is finishing now, and we are not getting the men who have had this very valuable rough and tumble of service life, which has knocked the corners off and has made them all the better for it. We are not getting those, and that is one of the reasons why the cadets are being put

through fairly strenuous courses to toughen them up in that direction.

778. We heard a great deal about this from the Federation, and indeed from the Superintendents too. The Federation were troubled, they feel—if I may put what they said not very elegantly—that this is bringing up a special breed, so to speak, and they like their recruits to have had experience in a man's world, in another job, and this is rather linked with the idea of the Superintendents that it is not so good having youngsters of 19, it is better to attract people of 21, 22 or 23. There is always a plus and minus in most things, of course, but do you feel that although the cadet has grown up as a police young man, so to speak, and it may make him more expert, more skilled and better educated, there is the minus factor that he has not been in any other outside occupation?—Do not let us be too dogmatic about this, Sir. The cadet service is still young, that is, in the sense that it is providing large quantities of recruits in the force, and we as chief officers must look at it very carefully over the years and see the effect it has on these men, whether we are still being provided with the right type of men. But at the moment it is providing good types of men. Whether we are going to lose something by not having the other type is another matter, but it is up to us in the cadet service to ensure that these chaps are, so to speak, made worldly wise.

779. How is the education and training of the cadets over the country as a whole devised and watched? Is there a wide variety based on sections of your Association or on sections of local authorities? Is there a central training advisory body, or how is it looked at?—It is very much left to each force, Sir. Each force has differing schemes, although I think in the main most people follow the same principles—those forces which have substantial cadet elements. Of course, many forces have not got cadet elements of any size at all. But there is constant consultation amongst us about this.—*Mr. Goodchild*: We are very conscious of the need for some worldly experience in cadets, and some of us, for example, arrange for periods of attachment to factories, works, and so on, so that they may get contact with the outside world and not be kept within the confines of the police service.

780. Yes, I rather expected something on those lines.—*Mr. Lawrence*: on the

training. Sir, although each force has its training officer and runs its own cadet training, we also send our cadets for residential courses to the larger forces; for instance, I send mine both to Wakefield and to Liverpool for a residential course.

781. And that is for Hull?—Yes.

782. Has there been time to look at the extent of early wastage in ex-cadets? *Mr. Osmond*: No, Sir. At the moment I would say that it is almost insignificant. Generally speaking when they are taken on they stay very well. I think the important thing about getting them early is that you do instil into them this sense of vocation for the service, which is so important.—*Sir Jonathan Peel*: Of course, the cadet system on a large scale, as *Mr. Osmond* said, has not been running long enough yet to be able to judge the full effects or results, in other words whether they will in due course provide a considerable number of the more senior officers. We have not reached that stage yet, we cannot tell how that is going to turn out.

783. At what age do the cadets start their cadetship?—*Mr. Osmond*: Sixteen, generally speaking—some come in rather later.

784. One might think there would be a fall of recruitment at a rather later age, of grammar school boys and so on, leaving at 17½.—There are senior cadets of course who come in at the age of 17 to 18, and we hope that after this Royal Commission it will be even more attractive to that type of boy. That is what we are looking for. Generally on recruitment, Sir, I would just conclude that paragraph by saying that we do not think the recruitment figure gives us very much cause for concern. If we had kept the recruits we had, we should have all the policemen in the country today that we could possibly wish for. It is because we have lost so many that we are in such a serious plight.—*Mr. Goodchild*: It is not mere numbers that is important, Sir. What is the most important thing about our wastage is the draining away of the knowledge and experience. When I joined the police service I was one amongst 70 or 80 experienced constables, and I learned from them all sorts of things which you cannot teach in schools or in textbooks: the experience, the knowledge of how to handle a crowd single-handed, an angry crowd turned into a good-

humoured crowd, all those sorts of techniques which the old policemen knew, you had to learn from the old policeman. And the deplorable factor about our wastage is how that experience is drained away, so now we are having new policemen trained in the service by men who have very little more experience than themselves.

785. Are the men being drained away men with more than ten years' service?—Yes, I myself have had the recent experience of losing a sergeant after 23 years' service, even though in a very short time he would have been eligible for his pension.

786. It is stated in the Superintendents' memorandum that 94 per cent. of the wastage is in the first ten years, so the great bulk is among the younger men, is it not?—It is indeed.

787. And particularly these probationers? Of course, it is the young man's fault in many ways, he really ought to have known what he was going to be in for, during the first year or two before he took on, but it is not very satisfactory, is it, that a man comes in and goes within a year?—*Mr. Osmond*: We have not shown this, Sir—perhaps we should have done—but it can be got from Appendix "C," the break-down by years.

788. Yes, there it is, if one adds up the columns 8, 9, 10 and 11 one gets about 1,900, compared with 184 in column 7.—Yes, I should think about 94 per cent. is probably about right.—*Mr. Goodchild*: We did of course have a big efflux of the old experienced men immediately following the war. Discharge from the police service had been frozen, then a lot of men went out together, so we had a lot of new men coming in who again were denied this training with older men.

789. Do you know if there are any comparable figures for the immediate pre-war years, for men going out?—*Mr. Osmond*: I think we have none, Sir. They were not produced, I think, in the Government Inspector's reports. The Commissioner, I believe, has had some investigation into this, he would probably be able to tell you more about it.

790. Yes. Then you endeavour, in paragraph 27, to do what is really very difficult indeed, to analyse the reasons for resignations.—Yes, we have tried to break them down under three final headings: firstly, connected with material rewards; secondly, the nature of the work,

and thirdly the effect on home life, and that may take a variety of forms. It would be fair to say that of course one of the factors of the effect of the work on the man's home life is the effect on his wife, and all these three points, these three headings, might well be embraced under that particular heading.

791. I suppose these probationers who go out are tempted by money? They have not got wives and children, I presume.—A great many of them have, Sir. We have a number of married men coming into the force. The tendency is to get married earlier.—*Sir Jonathan Peel*: In pre-war days most of us took only single men, and it was a condition of service that the man could not marry until he had finished the probationary period. A very great number of my men told me what an admirable rule that was, because it gave them the chance to get well settled down in the service before they got married. Nowadays the man has not learned the ways of the police service, and this trouble so often arises.

792. I should be rather surprised if there are not a good many of these young men whose wives say: "The pay is so bad, I must go and do some work too."—*Mr. Osmond*: Yes, that is a feature of course which we hardly ever experienced during and before the war; the service hardly ever saw the position of the policeman's wife going out to work, and of course it is one of the things which makes transfers in forces so difficult, the wives have got their roots as well.

793. Yes. Coming on to Chapter III, you point out what I think we had realised, that since 1949 the Oaksey basis has been a governing factor?—Yes, we have not been able to shake the Oaksey basis of pay since their award was made.

794. And apart altogether from the loss of men, you feel there is a loss of morale among those who stick it?—Yes. There must be a very large proportion of what one might call marginal cases. It is a big step for a man, after having got into the police service and taken his training, and got the sense of comradeship which he can get in the police service, it is a big step to leave. Many of them as we have said do leave, but there must be a very large number who are the wobblers, who are waiting to see what will happen—and the extraordinary thing is that we are getting this wastage now, with this

Commission sitting, when there is perhaps more hope of a real future for the police service than there has been for many years. The men are still leaving the service, and that is a very significant fact, that morale has got to that pitch where we are getting this high rate of abnormal wastage when the prospects might be generally regarded as bright.

795. It sounds to me as if that must be more due to causes (ii) and (iii) than to cause (i), namely, to the nature of the work and the family circumstances, rather than to the pay.—Of course, the nature of the work and the family circumstances are always unpleasant features—not unpleasant in the objectionable sense, but they are tiresome features of a police officer's job. They can be compensated for in the pay, in the career, in the prospects, in the pension and so on; they can be compensated for, but I think probably at the moment the general feeling is that their tails are down a little, and we want to put their tails up everywhere.—*Mr. Goodchild*: May I amplify that a little, Sir? From personal experience of interviewing men, and so on, in the Midlands, we find that men are subject now to a great deal more annoyance—difficulty in dealing with hooliganism and so on. They are subject to all sorts of abuse from young hooligans and young thugs, and they say: "Why should I put up with this?" They get into court, and they are accused of all sorts of things, and they say: "Why should I put up with all this, when there is a chap in the factory getting £5 a week more than I am?" Over and over again we find that.

796. Do you have any experience which would be encouraging, of a man going out to industry and finding that the life is so much less interesting?—Yes, Sir, we do.—*Mr. Osmond*: It happens quite frequently, though not so frequently as we would like, and he comes back and is none the worse for his experience. But I would like to emphasise, Sir, when you say that the reasons for our present wastage are probably more connected with the two second causes, we do feel that those are very much connected with the first reason. There can be compensations for these disadvantages which the policeman has jolly well got to put up with.

797. The passage at the beginning of Chapter IV is, I think, very helpful. It refers to various statements on the status,

moral qualities and so on of the constable, as stated for example in Lord Simonds' Privy Council case, and I do not know who drafted the Desborough Report but there are a good many statements in that which you think put the matter very well. —Yes, I think Desborough went into it, having regard to the conditions in 1919–20, I think they summarised it very well and are remarkably accurate today, although I think they have got to be brought up to date to a certain extent. —*Sir Jonathan Peel*: If one might hark back for a moment to Desborough, it was not only, I think, the increased pay but the general references in the report to the importance of the constables' duties, which made a tremendous revolution in the morale of the men. I remember it, Sir, it was quite outstanding in the effect it had on the police service as a whole.

798. Yes, and the position today, I suppose, is that those who know of these things clearly feel: "We are still supposed to be the sort of men that Lord Desborough described, but they do not treat us like that"? —*Mr. Osmond*: Yes. The important thing about it is that that uplift which was given to the men is so good for the efficiency of the service, in the sense that it inspires public confidence, without which the police cannot work.

799. The words "Discipline Code of the Service" just catch my eye in paragraph 47; much of that is phrased in a very different way from that to which most adult and responsible men are accustomed. Do you think there should be some amendment of that phraseology, or do you think it is desirable that it should go into this detail? —I think we have got to be extraordinarily careful not to cut anything out of the Discipline Code which we should subsequently regret. Although they do appear to be trifling offences, it must not be thought that every trifling offence of the kind described in the Discipline Code is dealt with under the Discipline Code. That is far from true. There is no question of dealing with every minor infringement by resort to the Discipline Code, no one would wish it to be so. But there are occasions when you do need a precise definition of an offence, and I am quite sure all those who criticise the Discipline Code would be quite prepared to take every advantage of any generalisations in the Discipline Code when they were defending an offender, so we have got to be very precise about it.

800. And have you any reason whatever to feel that the existence of such a Discipline Code upsets a man at all? —I have had no suggestion of that, I do not know if anybody else has? —*Sir Jonathan Peel*: I think there has been a tremendous change, over a period of 30 to 40 years, in the way the Discipline Code has been administered. As Mr. Osmond has said, it does not mean that every single infringement is dealt with in that way, but there were times when that was done, and it was a recognised fact that a man had only got to put one finger wrong and he was on the carpet. Now that has been completely changed, for many years, but we do need it definitely there to deal with the real matters that arise.

—*Mr. Lawrence*: It does not worry the men at all. A man who wants to be a good officer is not worried by that at all, the fact that there is a Discipline Code does not concern him. And we ourselves are subject to that same code, Sir. —*Mr. Osmond*: I think the important thing to remember about the Discipline Code is that it does not represent the stiffest element of discipline in the police service. The discipline in the police service has got to come from within the man himself, and not from any external source whatsoever. He has got to have the strength of character which will enable him to see what is right and what has to be done, and to do it and to forget about himself completely.

801. That is the other side of his individual responsibility? —Yes, and a very important feature of our men in the police service.

802. You deal in paragraph 51 with a point which has interested us very much, and that is the strain and stress and the annoyance of the witness box nowadays. It must be obviously a matter of concern, though of course I suppose you become sufficiently confident, and you know that you are going to tell the truth, and it does not matter what questions you are asked it does not worry you very much, but I can imagine the young and inexperienced man finding this a great trial. —They do, they always tell one that. Whenever I see a probationer I always ask him how he finds the witness box, and almost invariably they say that it was very strange and difficult at first. I try to comfort them by saying: "You know the facts, and the probability is that even as a probationer you know more law than any of the gentlemen on the Bench, so really you have got nothing to

worry about." And generally speaking they find they get over these difficulties very soon.

803. You also refer to Lord Justice Devlin's book; would you concur with Lord Denning, who you may remember said that when he first went to the Bar the policeman was not attacked by barristers and solicitors in the way that he is today?—I think that is probably true, that the attitude of the average defendant today is: "Well, let us have a go at the policeman", and I think probably the instructions to counsel are very often on those lines. I do not think we as police object to being attacked in our evidence in any way whatsoever; we expect that, and indeed we should probably be very disappointed if we were not attacked, but it does place a strain on a man's good humour and temper and sense of pride in his work when, having done an honest job and told the truth to the best of his capacity he finds that this sort of mud is thrown at him in court. It is a trial of his personal strength of character, it is no more than that.—*Sir Jonathan Peel*: I think we would all agree, Sir, that there has been far more of that recently, and very often of course that is the sort of thing which hits the headlines and gets the publicity, and however much one may try to talk to the man and make him understand that these allegations are completely unfounded and that we do not pay any attention to them, it is only human nature if he does feel sore in his own mind that any such suggestion should have been made against him. I have had one or two nasty cases of that type lately, of very bitter attacks, completely unfounded.—*Mr. Lawrence*: The vindication is never given such prominence as the accusations.

804. No. A distinguished French advocate once said of their system of cross-examination that the jury listened to the questions and not to the answers!—*Mr. Osmond*: The story goes of a brief that was found in the precincts of the Assize Court, where the instructions to counsel were "Harass the witnesses and mystify the jury." Whether that was true or not, I do not know. The witnesses certainly get harassed, as far as the police are concerned.

805. Does it vary very much from man to man as to how much he has to do this job? Would a man whose beat includes a road where there are a lot of traffic accidents, and who gets a lot of speeding cases

and other things, very often find that he is giving evidence and being cross-examined perhaps once a week?—Yes, some officers of course are very frequently in court; others, particularly on country beats, their work is in a different direction altogether, it is a different approach to the work and they are not in court nearly as much. Of course, there is not so much appearance in court now because of the Magistrates' Courts Act.

806. Yes, but some men may have this experience several times in the year, of being very violently attacked?—Quite easily, yes, particularly detectives.

807. But they are mostly older men?—Yes, but not particularly, they are quite frequently made detectives now at a quite early age.

808. Yes. I was looking through the passage on training—that was where there was the matter of the supplementary courses of two weeks each, which you feel are not really sufficient but are reduced in length by reason of shortage of strength?—Once again I would emphasise, Sir, on this subject of training, that the most important feature of the two years' training is the instruction which the man gets from the experienced constable, and the loss of an experienced constable is a very serious matter.—*Sir Jonathan Peel*: It is even so bad, Sir, at times, that you find when the man comes back from the initial course and goes out to his division he has to be taken round the beat by a man who is still on probation, because we have not got the experienced constables to do it.

809. You refer in paragraph 67 to the element of physical danger—crimes of violence, assaults on the police. The figures for crimes of violence there are figures for England and Wales, presumably?—Yes.

810. It is a staggering increase, is it not? Are those two figures for crimes of violence comparable? They cover the same range of crimes, and so forth?—Precisely the same.

811. It is a very small matter of comfort, I suppose, that the assaults on police have not multiplied to quite the same extent as the crimes of violence.—They have increased over the last three or four years. Until that time there had been very little increase.

812. This does not include offences in prison?—No, and it does not include obstructing the police.

813. We have dealt really out of order with the matter in paragraph 71 about part-time occupations. . . .—I do not think you have actually done so with us.

814. I am sorry, then would you tell us what the practice is and what the theory is?—The practice and the theory come very close together, that every chief officer would discourage any question of any man engaging in any other occupation, for a variety of reasons: first of all, it may affect his availability for his job; secondly, it can put him under an obligation to some other member of the community. Let us be reasonable about this—I do not think any chief officer would take strong exception to a man having a hobby which brought him in a few shillings, that is a normal practice which is probably to be encouraged in many cases. Nobody would query that. It is a question of undertaking an occupation, taking on another employer. Quite a number of police officers I am sure have quite profitable little sidelines, such as breeding dogs.—*Sir Jonathan Peel*: I think an illustration of that might be the case where a man wants to teach a friend of his to drive, with his own car, and is offered the price of his petrol for doing it. Nobody would raise any objection to that. On the other hand, if the constable were to set up as a driving instructor, and hold himself out as that, one would say at once that he must not do it. That is the difference, I think.

815. So you would think that, taking chief officers as a whole, there is very little permission given?—Very little formal permission given at all, Sir. We did hear an odd case some time ago where it was being done because the force of circumstances were such that it was almost impossible to stop, but those have now disappeared. But today I would say that every chief officer would refuse to give permission for any form of outside employment.

816. In paragraph 72 you set out quite a long passage from the Oaksey Report, which you follow by saying that it is difficult to believe that the Oaksey Committee really appreciated the extent of the increase in police duties and responsibilities. Would you say a little about that?—*Mr. Osmond*: That was Oaksey's sole contribution to this whole question of increased responsibility, and we go on from that point in this report to give some illustrations of how the police duties and responsibilities have increased over the past 20 to 30 years, and they can be shown

fairly accurately by a number of devices. We rather felt that Oaksey did not look at it from the point of view that we had looked at it; although it paid lip service to this increasing responsibility, it paid lip service to the constable and his job, it did not really go into it in the detail which the change in the job has justified, and we have tried to do something on those lines ourselves to give you an illustration.

817. This large and lamentable increase in crime in these post-war years is of course very serious; I suppose it is really much more an argument for saying that the country really must have a proper number of police to prevent and discourage and also detect the offenders. It is only to a limited extent that it affects the life of the individual policeman, but I suppose you will tell me that it does to some extent?—I would say it does to a considerable extent. A greater crime incidence in any particular area must involve the policeman on duty in that area in a far greater vigilance, a far greater sense of responsibility in the way he carries out his work. It must result in less policemen being available to prevent crime, because the more crime there is to investigate the less men there are to prevent it, and therefore he has his responsibilities over a wider field. I think it has a very considerable effect on the beat constable, particularly the man with the real sense of vocation and any determination to keep crime down. It must also have a very depressing moral effect on the man who believes in keeping his beat clean, who regards that as his prime function on the job, to find that the crime is going up.—*Mr. Goodchild*: There is particularly, Sir, the effect on detectives. Their case load, as was illustrated, has been doubled and more than doubled in many cases. From a long experience of detectives, I can say they do not bother about the clock, they get on with their jobs, and if a man has got 15 to 20 cases still pending in his file which he is investigating he goes on hour after hour. These extra case loads, of which we cannot relieve him because of the shortage of manpower, do mean that he is putting in far more hours.—*Mr. Lawrence*: Perhaps I might say a word about the effect of this increase in crime on the beat constable. It relates, to a much less degree, to what we have been saying about his experience in court, because if these things are happening on his beat and he is not finding them then he gets a